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Canada

Commissioner  
of  
Official  
Languages

Second  
Annual  
Report

1971•1972

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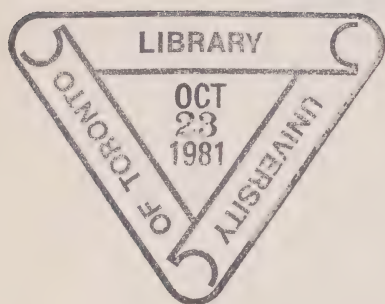


# Commissioner of Official Languages

Second  
Annual  
Report

1971 • 1972





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Ottawa, 1973

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The Speaker,  
Senate,  
Ottawa

Madam Speaker,

Pursuant to Section 34(1) of the Official Languages Act, I hereby submit to Parliament through your good offices the second annual statement relating to the discharge of my duties under this Act, covering the fiscal year 1971-72.

Yours respectfully,

A handwritten signature in dark ink, reading "Keith Spicer". The signature is written in a cursive, flowing style. The first name "Keith" is written with a large, prominent "K" and a small "i". The last name "Spicer" is written with a large "S" and a small "i". The signature ends with a small flourish.

*Commissioner of Official Languages*

January 1973



The Speaker,  
House of Commons,  
Ottawa

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*Commissioner of Official Languages*

January 1973



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## Preface

The Parliament receiving this second annual report presents many new Members and no doubt many new ideas on how to meet Canada's linguistic challenge. Last year's report spelled out the mandate Parliament assigned me as its officer for overseeing the progress of achieving equality for English and French in federal administrations under the Official Languages Act; it also outlined the broad approach of "non-political humanism" and low-key diplomacy through which I wished to carry out this seven-year statutory mandate, and the administrative means my colleagues and I had fashioned to hasten, as sensitively as possible, the pace of reform. New Members of Parliament who did not participate in the all-party passage of the Act in July 1969 may care to glance at the first report to situate this year's comments and recommendations.

Members of both Houses may take for granted that my colleagues and I, while each day learning many valuable lessons on the job, intend to pursue firmly but open-mindedly the general policies sketched out last year. Essentially this means that I shall continue consulting periodically with all four party leaders on our Office's main orientations, and act in every way as the non-partisan servant of Parliament the Act obliges me to be. It also means that I shall speak with the frankness my independence from government allows, basing my views on a widening (though somewhat less than oracular) experience covering all the roughly 150 departments and agencies of Canada's Federal State. It means too that, while in over two and one-half years of operations I have still never found it necessary to use the extraordinary powers granted me under the Act's Section 30, my colleagues and I mean to pursue with all despatch the duty Parliament gave us

to promote linguistic justice by trying to make practical and humane recommendations—the only and ultimate “power” really accorded any “ombudsman”.

More and more, my colleagues and I realize that if reform rests on credibility, credibility demands constant and varied consultation. We have followed this path of consultative reform with all the agencies dealt with here, with many individual M.P.'s of all parties, with major unions and staff associations, with cultural, “ethnic” and native groups and, in general, with anyone who cared to offer advice. In June 1972, our office hosted, to its own great benefit, a two-day conference with all five provincial ombudsmen and the Commissioner of Languages for Quebec. I have personally visited all ten provinces and the two Territories, both to seek the counsel of elected officials and to meet the public through every means available: open meetings, speeches, seminars, television interviews, hot-line radio shows. While I cannot claim the cause I was trying to explain—Parliament's broad definition of linguistic justice—everywhere met unreservedly enthusiastic listeners, these “meet-the-people” encounters invariably proved instructive to me and, above all, necessary. For if there remains one disturbing setback in the slow march of Canada's federal administration toward equality for our two official languages, it is the scandalous misinformation that, in too many parts of Canada, still overshadows the Act's basic, civilized truths—its aim of institutional, not individual, bilingualism, its fundamental and long-overdue fairness, its almost limitlessly supple possibilities of adaptation to local human needs. In sum, its profound realism, if applied with zeal tempered by common sense and compassion.

This report as a whole tries without pretension to help meet this need for facts. Certainly it does not purport to fill the information gap through its sheer volume: the detailed accounts of “special studies” (our technique of “preventive medicine”) and of complaints in Chapters II and III will no doubt scare off all but the most masochistic specialists. But my colleagues and I believe it important to report to Parliament as fully as possible, leaving to individual parliamentarians, the press and public the right to pick what they care to look into. But more deliberately for these and any students of language matters, Chapter I focuses on a few matters of general importance, all of which I think need far more public discussion. Although Chapters II and III cover strictly the fiscal year ending March 31, 1972, remarks in Chapter I's “overview” try to take into account events up to mid-December 1972.

Now, well into my third year on the ramparts of a fascinating and rapidly evolving field of change, I am convinced that if “bilingualism” remains “controversial” in some quarters, it is precisely because

too many public officials, in spite of some honest efforts, have not fully met their responsibilities to explain. If, after being in effect for over three years, the Act can still be represented by some Canadians as an outrage against some divinely established order, the fault lies much with those who, instead of patiently and imaginatively explaining the Act as a work of simple justice, viewed any effort to bring light on it rather as one might a campaign in favour of the bubonic plague.

That the Act presents problems to some individual federal employees is a matter of legitimate concern—a concern a “language ombudsman”, even with limited formal jurisdiction for such employees, must be the first to share and try to resolve. But English-speaking Canadians are in no position whatever, as far as my experience and understanding go, to pass from legitimate concern to all-englobing self-righteous indignation. If large-scale injustice exists anywhere, it diminishes essentially the rights of our French-speaking countrymen, both as private citizens and as federal employees. Federal services available (and taken for granted) anywhere in Canada in English still too frequently are denied as exorbitant for French-speaking Canadians. And the 82 per cent English-speaking bastion of the Public Service cannot by any fair assessment be regarded as beleaguered. To seek promotion, or even work, with most federal agencies as a unilingual French-speaking Canadian remains incomparably more difficult than for unilingual English speakers: in 1971, of the 66,675 jobs filled by the Public Service Commission and departments, little over eight per cent allowed for a unilingual French-speaking incumbent; nearly 80 per cent, about ten times as many, required English only. Our language reform, for all its past and current advances, is not yet a revolution.

It is against such realities, and against the hard and delicate challenge Parliament's own Act throws down to Canadians, that men and women of good faith ought to discuss linguistic justice. I am convinced that leaders of all our parties regard the Act's underlying principles as sound and enduring. Their consistency is fortunate for Canada, and no doubt encouraging to their followers. Far from avoiding discussion on this vital matter, responsible statesmen—and all who help form public opinion—should not fear, I think, to pursue vigorous debate on the ways and means of language reform. Informed and honest argument is not bigotry. It is the only way justice, shaped by democracy, can escape excess and innuendo. My colleagues and I offer Parliament and public this report in the hope that, despite the excess of its size, it may leave an innuendo most favourable to fruitful dialogue.

K. S.



## Chapter I

### YEAR TWO : AN OVERVIEW

In his first annual report to Parliament, the Commissioner explained why he thought it useful to go beyond a “mere accounting of case studies to encompass a broader, if partly impressionistic, perspective” of the many jurisdictions active in Ottawa’s universe of bilingualism. First, nobody else was doing so. But most of all, the exercise seemed worth trying because the

notion of a general summing up rests on the fundamental democratic principle of Parliament’s supremacy: the idea that the legislative branch (of which the Commissioner is an instrument) ultimately has the right to oversee every action of the executive. The following comments [were] offered with no Olympian pretensions. They [were] presented simply in the hope of helping busy Parliamentarians to focus on a few areas the Commissioner [thought] of special concern within the complex, not to say bewildering, array of federal agencies and activities dealing with official bilingualism.

Even more starkly than in the first reporting year, a major failure of the authorities stands out as a deep and perilous information gap. Much of the blame, as we shall argue, rests on continuing timidity and lack of imagination; but part of it is rooted in the sheer complexity of the challenge posed by the Official Languages Act, and a brief “overview”, however tentative and subject to change through new experience, appears to the Commissioner as a natural function of his non-partisan status as an officer of Parliament. Indeed, the general practice of ombudsmen throughout the world tends to support this view: such agents of the legislative branch are trying more and more to convey the lessons of their independent work in simple, general terms meaningful to the average citizen whose rights, by statutory mandate, they must defend.

As a result, the Commissioner offers again his comments on a certain number of issues he thinks might aptly occupy the interest of both parliamentarians and public. The choice of subjects is of course arbitrary, and necessarily, at least for specialists, leaves some stones unturned. But the purpose of this chapter is not to spell out definitive technical solutions for terminologists or management consultants; it is to try to help the interested layman—the citizen who wishes to make a little sense out of, and inject a little fair play into, an extremely complicated historic reform. To this end, the Commissioner, as last year, will present frank criticism where he believes it warranted; and again he will attempt to balance such criticism by proposing, wherever possible, constructive alternatives. Above all, he reminds readers that however broad the Commissioner's access to information from many sources, he suffers no illusion whatever about his fallibility. Understanding and applying the Act with common sense and compassion are tasks to challenge all Canadians of goodwill, and the Commissioner will shift his ground whenever and wherever proven wrong: this is especially true of the basically pragmatic and experimental "administrative guide" to the Official Languages Act which follows in section B. In thus sticking out a most vulnerable neck, the Commissioner invites all his colleagues of the "bilingualism universe", in friendship and good humour, to remember that "the mutual confidence on which all else depends can be maintained only by an open mind and a brave reliance on free discussion."

*A. The Bureaucratic Jungle: Whom to Ask (or Blame) if You Lose your Way*

Ottawa's bilingualism universe continues to present its agencies and activities in a baffling complexity. A later section will lay much fault for this at the door of grossly inadequate public information. But recent months have brought a certain clarification, if not simplification, of responsibilities; and it may be useful to summarize these, then to comment on a potential filling of the executive branch's leadership gap, also decreed last year, through a new concentration of duties in the Treasury Board.

*1. Stanley, Livingston and the Territorial Imperative*

The private citizen or public servant in trouble over bilingualism can always contact his Member of Parliament. This is logical, for M.P.'s passed the Official Languages Act and remain, in this as in all matters, democracy's natural ombudsmen. However, given the Members'

heavy burdens, and given evolving specializations within the bilingualism universe, people with problems can often usefully turn to other authorities charged with specific responsibilities. Who are these authorities and what do they do? Apart from the Department of Labour's Fair Employment Practices Branch, part of whose job (not directly linguistic in nature) is to prevent ethnic and some other types of discrimination in public service careers, one can cite seven main centres of responsibility.

The first agency is the Privy Council Office (PCO). As the Cabinet's secretariat in charge of planning and priorities for the executive branch as a whole, the PCO necessarily reports to the Government on the place bilingualism occupies among all its programmes. This secretariat role includes passing along advice to the Prime Minister on possible major shifts of bilingualism policy proposed by the Treasury Board or other interested departments. Section 31 of the Official Languages Act assigns to the Clerk of the Privy Council a formal function as the executive branch's central channel for receiving the Commissioner's opinions on violations of the Act and his recommendations for remedial action. These reports by the Commissioner also go to the administrative head of the agency concerned; but the inclusion of the Clerk of the Privy Council in the Act itself seems to suggest for the Clerk some kind of role in the follow-up activity on which, more and more, the Act's credibility will depend. The Privy Council Office has traditionally avoided enmeshing itself in detailed regulatory work, and its staff dealing with bilingualism consisted, as of October 1972, of only one full-time officer. Thus it would appear helpful were the PCO to farm out to the Treasury Board the executive branch's day-to-day supervision of each department's response to the Commissioner's recommendations. Even if this occurs, the PCO's direct access to the Cabinet and the Prime Minister will leave it a vital influence on the Government's priority and pace for bilingual reform.

The second agency is the Department of the Secretary of State. Between July 1969 and December 1971, this Department was in charge of directing nearly all bilingualism activities of the federal government, except for language training and other public personnel matters. The Department's present role focuses on two main areas: promoting the official languages in provincial educational systems, as well as in voluntary associations, industry, and consumer affairs; and supporting cultural activities of minority official-language groups.

In September 1970, the Department planned to provide 300 million dollars over four years to help provinces extend teaching of English or French as second languages, and teaching in the language of official-language minorities. Original grants to provinces dealt with elementary and secondary institutions. In January 1972, the Secretary of State included teaching in universities. Special projects in the educa-

tional sphere comprise teacher training and upgrading, and training of linguists, translators and interpreters. A summer bursary programme for advanced students assisting 2,400 young people in 1971 was extended to 3,500 students in 1972.

The Department also furnishes financial and technical assistance to provinces to encourage bilingualism in provincial governments. Provinces may send 200 public servants per year to the federal government's language schools. They may also receive up to \$100,000 per year for translating provincial statutes. A related project provides money to upgrade the qualifications of translators employed by provincial governments.

A programme for the private sector helps businesses and voluntary associations integrate bilingualism with their operations. Business has received mainly advice, whereas voluntary associations were granted \$266,000 between April 1971 and October 1972 to pay the costs of simultaneous interpretation at meetings and translation of working papers.

In 1971-72 the Department of the Secretary of State spent almost two million dollars in providing cultural assistance to English- or French-speaking minority groups across Canada. It supports existing community organizations through grants for cultural centres, seminars, and leadership development. It tries to ease the cultural isolation of minority groups by sponsoring touring groups of performers, both amateur and professional.

A third and decisively influential agency in assuring rapid and fair linguistic reform for most federal employees (excepting those in many independent agencies) is the Public Service Commission (PSC). Since May 1972, its responsibilities in strengthening the Government's bilingual capacity cover two roles. On one hand, the PSC must implement the broad aim of the Public Service Employment Act to ensure that all recruitment and promotion within agencies subject to that Act respect the principle of merit—which, of course, includes language skills (about 9 per cent of all PSC hirings in 1971 required bilingualism), as well as professional competence, citizenship and veterans' preference. On the other hand, the PSC's Language Bureau has been charged since 1964 with training and testing public employees in official-language skills. In the fiscal year 1971-72, the Bureau provided instruction to some 10,000 students.

The fourth agency is the Treasury Board. The Board is the Government's central management authority for all agencies subject to the Financial Administration Act—covering most, but far from all, federal institutions. While previously the Board could affect bilingualism only through the indirect (but obviously effective) device of budgetary control, since December 1971 it has been gradually assuming direct

responsibility for implementing bilingualism within the Public Service. In his last year's report, the Commissioner greeted the transfer of this role to the Board, from the Secretary of State's Department, as a "logical and strengthening step". This opinion in no way reflected on the competence of either the minister or officials of that department; it merely recognized that putting policy-making, management and budgetary control in one place made sense in getting the job done. We shall take a closer look at the way this transfer appears to be working out in part 2 of this section. But in sum, the Board's role covers two sectors: a) formulation, subject to Cabinet approval, of bilingualism policy for the Government as a whole, including such far-reaching aspects as French-language units, guidelines for identification, designation and staffing of bilingual posts; and b) general monitoring of policy implementation.

A fifth core of responsibility is the management of each of the more than 150 federal institutions. All of these are subject to the Official Languages Act, although to widely differing degrees. Most of these agencies—major exceptions are Crown corporations—must implement the Treasury Board's directives on bilingualism. In particular, this requires them to meet the Board's guidelines for bilingual staffing and to designate within the Board's guidelines any posts department heads think demand bilingual incumbents. Such designation reflects the general duties laid on each agency to offer the public services in both official languages where prescribed by law and to afford federal employees every reasonable chance to work in the official language of their choice.

A sixth, and highly sensitive, task falls to the Bilingual Districts Advisory Board. This independent commission is not meant to play a permanent role as an agency, but its recommendations to the Cabinet on the precise boundaries of possible "bilingual districts" outside the National Capital Region could, if and when agreed to by the Cabinet, leave a deep and lasting effect on the Act's value to the public. The dimensions of the Board's work are outlined in Part D of this chapter.

The seventh centre of responsibility is the Office of the Commissioner of Official Languages. The Commissioner's role, spelled out in some detail last year, rests mainly on Section 25 of the Official Languages Act:

It is the duty of the Commissioner to take all actions and measures within his authority with a view to ensuring recognition of the status of each of the official languages and compliance with the spirit and intent of this Act in the administration of the affairs of the institutions of the Parliament and Government of Canada and, for that purpose, to conduct and carry out investigations either on his own initiative or pursuant to any complaint made to him and to report and make recommendations with respect thereto as provided in this Act.

This broad requirement to intervene, combined with the simple strength of Section 2's declaration of our two official languages' equal status in federal institutions, brings the Commissioner to interest himself in virtually every aspect of federal bilingualism. This does not give him *carte blanche* to practise bureaucratic imperialism. However, in a perspective of rapid linguistic reform, the Commissioner is in fact the full-time "eyes and ears" of Parliament—its independent officer charged with watching over the way all federal agencies, including those cited above as cores of special responsibilities, carry out the letter, spirit and intent of the Act. Reporting directly to Parliament through the Speakers of the Senate and House of Commons, his job is to encourage these agencies to apply the principle of linguistic equality with despatch, common sense and a proper concern for the individual.

He tries to do this through two services. A Special Studies Service offers federal departments and agencies "preventive medicine" by undertaking, usually on the Commissioner's own initiative, studies which give management highly practical, and one hopes humane, recommendations on complying with the Act. Details on this work are found in Chapter II. A Complaints Service fulfills the Commissioner's role as a "linguistic ombudsman". Like the Special Studies Service, the Complaints Service concerns itself with both aspects of language use: service to the public, and languages of work within federal institutions. With his colleagues in this Service, the Commissioner handles complaints from private citizens alleging that one or the other of the official languages is not used, where required, in federal dealings with the public. He is also empowered to receive complaints to protect the rights of federal employees, particularly in two areas. First, he must uphold the principle of the equality of English and French as languages of work. Then, under Section 39 (4), he must ensure, after existing appeal procedures are exhausted, that hiring and promotion for jobs serving the public take due account of the Official Languages Act.

This last duty can help guarantee the fairness of those relatively few competitions open only to bilingual candidates, as well as of those requiring only one language. It is a helpful, but clearly limited, role. More and more, as complaints in Chapter III illustrate, federal employees are turning to the Commissioner on a variety of related issues, especially designation of bilingual posts and problems of language training. Even without formal jurisdiction in these and other matters, the Commissioner is trying to help both English-speaking and French-speaking public servants, in certain gray areas of difficulty, through the device of informal diplomacy vis-à-vis interested agencies. Even if this role remains unofficial, it seems an inevitable one, for it often fills a disquieting gap in jurisdiction.

Above we have set out the tasks and duties of the main protagonists in the bilingualism universe. Now we shall give special attention to the evolving, and potentially crucial, function to be filled by the Treasury Board as the Government's new central authority for achieving its linguistic goals.

## 2. *Treasury Board (or Take Me to your Master)*

In last year's report, the Commissioner said coordination among the various cores of responsibility within the executive branch was characterized by "a certain disjointedness". This chaste description of mild chaos fell upon ears not only sympathetic, but already inclined to change. For as the report noted, "in the spring of 1971, the Government appeared to be in the process of transferring the central co-ordinating role, as regards the Public Service, from the Department of the Secretary of State to the Treasury Board." One year later, the Government completed this process by naming a director to head an embryonic Bilingualism Division in the Personnel Policy Branch of the Treasury Board Secretariat.

Already, by the fall of 1971, most of the staff concerned with this aspect of bilingualism had emigrated, with files and experience, to prepare this sensible consolidation of responsibility and power. Previously, the Secretary of State's Department had been enjoying the dubious privilege of presiding over (and taking blame for) policies whose implementation it could not order in other departments. Now, hoped the Government in its press release of February 10, 1972, "the Treasury Board Secretariat, as the central agency responsible for organization and personnel management in the Public Service as a whole, would be better able . . . to define the management objectives relating to bilingualism and to ensure the implementation of those objectives by departments and agencies."

The following May 1, the Board tried to impress upon management that the Government had understood its own previous administrative shortcomings and this time meant business. On that date, the Board informed deputies and other heads of agencies subject to its guidance that its new Bilingualism Division would pursue the following "continuing objectives":

1. In co-operation with the Public Service Commission, departments and other responsibility centres of the Treasury Board Secretariat, to plan, promote, monitor and evaluate the implementation of the Government's objectives for the development of the Public Service as a bilingual institution.
2. To foster, through appropriate communication and information strategies and programs, a greater understanding and acceptance of the

Government's objectives, policies and related programs for the gradual development of the Public Service as a bilingual institution.

3. To formulate, review, develop and recommend policies, plans and guidelines for the gradual development of the Public Service as a bilingual institution.

4. To guide, assist and support departments and agencies in their efforts, plans and programs for the gradual development of the Public Service as a bilingual institution.

At first glance, the Division charged with carrying out this comprehensive and sensitive mandate seems placed at a level somewhat lower than the Government's own announced high priority for bilingualism would suggest. The hierarchy-oriented game of bureaucratic politics in Ottawa may require that the Board's bilingualism staff enjoy a visibly higher status within the Secretariat. Were the Division Director raised to Assistant Secretary of the Board with the rank and right to review all major programme and management proposals from the viewpoint of bilingualism, departments and agencies would more likely take seriously the need to integrate linguistic equality with every proposed programme and activity. The present Division staff's competence is not in question, but its practical influence might be, however much one deplores the status game. Such fears may prove exaggerated, especially if the Board's Secretary and his minister make it plain that their bilingualism representatives command and carry their full confidence. The Commissioner hopes that the Board's senior management have the will to embark on a vigorous plan of reform; his contacts with the Bilingualism Division indicate that it can attract the calibre of persons able to fulfil management's expectations. No doubt the resulting team will have the best chance of achieving its goals if the Government backs it with, a) flexible but disciplined access to special funding and, above all, b) a directive to exert firm, innovative and persistent leadership.

*a) Money Isn't Everything, But It Helps*

Last year, the Commissioner urged the Treasury Board to speed the pace of reform by loosening the purse strings of its general Contingency Fund. Only thus, he suggested, could the progress of concrete reform reflect the Government's own announced high priority for bilingualism. The Commissioner did not and does not consider money a cure-all—indeed his “most important recommendations affect vital if intangible civil rights”. He merely noted that many of his complaints and special studies led him to make recommendations requiring agencies to make “substantial and unforeseen expenditures” within specified target dates, often between normal yearly budget presentations. Should an agency be caught short of cash but be ready to implement the

Commissioner's recommendations (say, for information programmes, signs or faster language training), rapid access to the Contingency Fund would allow it to proceed on a serious schedule.

In May 1972, the Treasury Board did set up a special \$25-million bilingualism fund. But its main purpose was to subsidize "double-banking", or to provide staff to do the jobs of federal employees on language training. The Commissioner suggests that this fund, slightly expanded if necessary, could also be drawn on to help agencies with legitimate budget problems to comply quickly with Parliament's will, as interpreted by him "within reason".

This proposal does present a danger. Some departments—in fact probably the same ones which sometimes plead financial problems to evade their language responsibilities—might be inclined to milk the fund for extra money to cover normal, predictable long-term linguistic reform. If the Treasury Board opened its fund to help meet genuine emergencies arising from the Commissioner's recommendations, it would have to state toughly to departments that any such special grants did not relieve department heads of their clearly implied statutory obligation to include the cost of bilingualism as an integral part of yearly and long-term planning. Too many top administrators continue to view bilingualism as a passing and exceptional frill, a luxury to be tacked on to regular budgets only if "normal" operating budgets allow it: thus one department asked the Treasury Board in 1972 for an additional \$120,000 for bilingual signs—presumably on the premise that nowhere in its over-\$300-million budget for 1971-72 could this relatively modest sum be squeezed out. Another department, with a yearly operating budget exceeding \$120-million, begged the Board for \$25,000 to produce, gradually of course, some bilingual forms. The Commissioner himself was no doubt naïve in promising two or three agencies to support such submissions, in the hope it would enable them to meet target dates missed by over a year. In all similar cases, the Treasury Board would have to consider any plea for extra money from the Contingency Fund rigorously in the light of the size and flexibility of each department's yearly budget. In sum, to avoid potential abuse of emergency funds, the Board should remind departments and agencies that all foreseeable costs of bilingualism, including a small reserve, should be submitted to it as routine items indissociable from the institution's general budget and programmes.

#### *b) Paving the Road with More than Good Intentions*

Far more important than money, however, is leadership. The Treasury Board's new mandate for bilingualism gives it an unprecedented chance to make felt throughout federal institutions Parliament's presumed wish for rapid, sensitively administered reform. This role

should probably stress three elements. The first, obviously, is clear and realistic long-term policies: to guarantee service to the public in both languages as the Act requires, and to give French-speaking Canadians and the French language their rightful place in our country's Public Service. No doubt this fashioning of a coherent, workable plan for change will result from the Cabinet's review of the important study completed by the Board's Task Force on Bilingualism in the fall of 1972. Such a plan could go a long way toward eliminating the tendency in some bilingualism circles to proceed by a series of sporadic and unnecessarily dramatic crash-programmes, instead of by serenely following studied priorities. In practice, this means that the Board will have to arm its allies in all departments and agencies, more often than in the past, with precise, detailed and concrete directives. After accepting motherhood, administrators need a do-it-yourself course in obstetrics.

The second element turns on better information between the Treasury Board and the institutions it guides on bilingualism. In addition to the greatly improved public information programmes urged later in this chapter, the Treasury Board would find it useful to invest a good part of its Bilingualism Division's human resources in collating and distributing up-to-date facts on bilingualism within the Government. Again this year, the Commissioner thinks that the Treasury Board could use the network of departmental bilingualism advisers to much greater effect. As professionals, these advisers still tend to occupy a twilight, decorative role in the administrative backwater deplored in last year's report. Indeed the Government, except in a few cases, has paid no heed to the Commissioner's suggestions to allow these generally neglected specialists to put their talents to intelligent use. Even the advisers' own association, formed by them to help fill the Government's leadership gap, has fallen into limbo for lack of encouragement. At the very least, the Treasury Board should offer the virtually dormant association financial aid for a small secretariat and perhaps a newsletter. But above all, it should consult the advisers on a regular basis, perhaps monthly, to assist them in pooling information and experience now dispersed to the winds of little change. And it should start to view the advisers as important agents of reform—a goal which they can reach only if they are assigned a more influential place in their individual departments. Such a place, translated perhaps into a post of special adviser to each deputy minister, would parallel the higher status the Commissioner suspects the Board's Bilingualism Division may eventually need. It would likewise give each "special adviser for bilingualism" not only direct access to his deputy head but the right to review every major management and manpower proposal in the light of the Official Languages Act. By thus drastically upgrading the

advisers' role and expanding their policy input, the Government could again effectively integrate language reform, as it must, with all its "operational" programmes. Such a shift would at very least avoid the strange situation in some departments where the deputy head does not even inform the adviser of the Commissioner's notices to investigate complaints against the department. . . Far more importantly, it would diminish the advisers' present morale-sapping isolation which, in the long run, may undermine bilingual progress far more destructively than real or imagined "sabotage" by opponents of change. Finally, of course, from the Board's own viewpoint as central coordinator, an imaginative upgrading and more systematic use of bilingualism advisers could prove advantageous by greatly easing the Board's work in extending, and monitoring more uniformly, the progress of its objectives.

The third element is intimately linked to this monitoring. It concerns "follow-up" on not only the Government's broad objectives but on the Commissioner's specific recommendations. Management in most federal institutions already cooperates well with the Commissioner's own increasing follow-up activities. But the Commissioner believes that the Board, in concrete administrative and financial terms, could strongly assist the Clerk of the Privy Council in ensuring on the Government's behalf that departments and agencies give effect to these often substantial and comprehensive recommendations—which, by now, run to some 850. Until very recently, the Government as a whole (that is, apart from individual institutions) had not adopted any systematic policy of following up the Commissioner's statutory reports to the Clerk of the Privy Council and to Parliament. The Commissioner consulted both the Clerk and the Board's Secretary in early October 1972 and is confident that they will soon work out some arrangement to meet this need, which is vital to making linguistic justice a reality as well as a theory.

*B. A Few Things You Always Wanted to Know About the Official Languages Act . . . But Were Too Busy to Ask.*

Here the Commissioner reviews some of the Act's practical implications. His interpretations do not claim the authority of Mosaic tablets; but they do rest on two years' experience generally accepted by the many federal institutions he and his colleagues have dealt with. This outline seeks to meet three purposes: to inform federal administrators of their duties under the Act, without waiting for the Commissioner to nudge them through investigating complaints or initiating "special studies"; to inform the public of its rights under the Act; and, equally important, to provide parliamentarians with a framework for their own assessments of the bilingualism programme.

Two reasons bring the Commissioner to try such a task. First, the problem's enormous scope. All the more than 150 "institutions of the Parliament and Government of Canada" are subject to the Official Languages Act and thus to the Commissioner's friendly scrutiny: he is indeed the only government official or body having jurisdiction for linguistic reform in every one of the departments, ministries, Crown corporations, boards, commissions and courts that make up Canada's Federal State. Next, although the Act has been in effect for well over three years, it is painfully clear that many government agencies still consider the Act part of a distant and irrelevant archive. As a result, they have too often proven unwilling or unable to effect significant reform without the Commissioner's intervention.

This brief and informal "administrative guide" to the Act will start by recalling which agencies come under it. Then we shall turn to the practical effects of certain of the Act's sections. This second part will concentrate on languages of service to the public, touching only incidentally on languages of work within the Government.

### *1. The Adam and Eve Syndrome: Who is Covered (by the Official Languages Act)?*

The Act applies to all three branches (legislative, executive and judicial), and every component, of what is broadly known as the Government of Canada. Textbook definitions of this complex organization need not be resurrected to bore readers. What matters is that the Act covers all federal public bodies without exception, as well as a relatively few private businesses holding concessions with federal agencies—almost exclusively those serving the travelling public.

The Act's all-inclusive character for federal agencies emerges essentially from Section 2. This states that English and French "are the official languages of Canada for all purposes of the Parliament and Government of Canada, and possess and enjoy equality of status and equal rights and privileges as to their use in all the institutions of the Parliament and Government of Canada." Other sections confirm the Act's application specifically to "every department and agency of the Government of Canada and every judicial, quasi-judicial or administrative body or Crown corporation established by or pursuant to an Act of the Parliament of Canada". Still another section assures that the long arm of linguistic law reaches even into the redoubtable precincts of the Armed Forces and the Royal Canadian Mounted Police. As a rule-of-thumb, one can safely say that "if it's federal, it's bilingual"—always, of course, to the extent the Act prescribes.

The Commissioner is reluctant to define the Act's absolute limits. A few borderline cases are arising with privately-owned public utilities

of a quasi-monopolistic nature. With these the Commissioner usually makes informal overtures to induce the firms to take the Act's principles into account, especially when the companies are federally regulated. He has rarely, if ever, thought it productive to take a legalistic approach, for he has found that even many plainly private institutions have been willing to observe the spirit of the Act, if only as a matter of good business and common courtesy.

## *2. Legislative Fidelity and Other Duties of Partners in Reform (More or Less What the Official Languages Act Means for Government Departments and Agencies)*

The Official Languages Act guarantees the equal rights and status of two *languages*, and imposes duties on federal agencies. Individual Canadians have gained rights by this Act only because they belong to one of the two official-language groups.

### *a) Two Hereditary Hang-Ups*

Departmental duties arising from the Act fit into four general groups: i) the declaration of status of languages (Section 2); ii) statutory and other instruments (Sections 3-7); iii) duties of departments, etc., in relation to official languages (Sections 9-11); and iv) general sections (Section 38 and subsection 39 (4)). Of these, Sections 2, 9 and 10 present to administrators the greatest challenges.

The effect of these sections becomes clear only in the light of two crucial distinctions underlying the effort to give Canada's official languages equal dignity and equal status. The first distinction is between institutional and individual bilingualism, and the second between language of service and language of work.

The Official Languages Act is essentially concerned with institutional bilingualism. As to language of service, institutional bilingualism means simply that, where needed under the Act, each federal government office must have enough employees and written materials to provide service to its public in both official languages. This requirement can be met either by deploying sensibly a sufficient number of bilingual employees, or by suitably stationing unilingual employees from each language group in the same operation. Such a policy does not mean that all federal employees at every level must be or become bilingual. Neither does it in any way require private citizens to become bilingual: the object is to allow citizens to deal with the government in the official language of their choice—an aim which plainly respects, indeed protects, individual unilingualism. This seeming paradox of institutional bilingualism guaranteeing individual unilingualism ought to reassure all for whom the very word "bilingualism" conjures up visions of

cultural genocide or history-distorting revenges of the cradle. The Official Languages Act obliges only the federal Government as a public body to know two languages. By federal law at least, Canada will remain a safe and comfortable place—or will at any rate leave plenty of room—for the citizen who knows, and only wants to know, one language.

Within federal institutions, a second important distinction exists, between language of service and language of work. Language of service means the language used in dealings between the federal administration and the public. Generally speaking, the public is all the private individuals, corporations, groups and institutions (as well, sometimes, as other federal agencies or employees) which the Government serves. We shall touch later on the nature of these services and the Government's duties in some common situations; for now we need only say that, in principle, the Act applies to all forms of communications between administrators and administered.

Language of work can thus be taken to cover what is left: the language used in the Federal Government's internal administration. (The Act affirms the principle that English and French enjoy equal status as federal languages of work). There is, however, as the preceding paragraph hints, one aspect of language of work to which principles of language of service can be applied, namely those areas where the federal administration provides individual public servants with "services" or is regulating their activity. This includes, for instance, personnel matters, notably general directives and all information on job conditions.

#### *b) Some Hints for a Happy Linguistic Life*

Apart from the above distinctions, several key principles grow from the Act, especially from Section 2. These all concern language of service.

##### *1) Any Citizen CAN: Equality of Status*

Section 2, the Act's cornerstone, states that "the English and French languages . . . possess and enjoy equality of status and equal rights and privileges as to their use in all the institutions of the Parliament and Government of Canada". In practical terms this means that, within reasonable limits of need and sometimes feasibility, every citizen should be able to get the same type and quality of service in French as in English. This equality of status goes beyond the mere availability of services in both languages to include accessibility and automatic offering of service, as well as the prominence and quality of languages.

### (a) *Equal Accessibility*

For the two official languages to enjoy equal status, services available in each language must be equally accessible to the public. In the case of services offered in person, the citizen should receive them in the language of his or her choice within a reasonable time of requesting them. Given the sensible ideal of institutional bilingualism, such delay could include the time required to seek out a person able to speak the desired language; but in such cases there should be enough staff to avoid delays much longer than those a member of the other official-language group might expect. And a little common sense and courtesy, experience has shown, can enable even the most fluently unilingual public employee to extract himself gracefully from any linguistic impasse with a client. A smiling "one moment, please" in the client's language does not demand prodigious skill in language-learning, and it surely makes a short wait more tolerable than a sullen "I don't speak French (or English)". This seems a small point, but it is guaranteed to prevent futile apoplexies and countertop replays of the Plains of Abraham. It also keeps telephone chats from becoming hot-line dialogues of the deaf.

Where services are provided through written material, the same principle applies. Especially when the material is printed (signs, forms or information brochures, as opposed to letters, for instance), there should be enough in each official language to meet requests from both groups at all times. Many agencies have found they save themselves the embarrassment of running out of material in one language, or of not appearing to have it available in both languages, by having both language versions available under the same cover—whether side-by-side, back-to-back (flip-over), or in some other bilingual format. The Commissioner recommends this as the simplest solution to a potentially hazardous and annoying problem of inventory control.

### (b) *Automatic Service*

Closely linked to equal accessibility is the readiness with which agencies make services available. For the two official languages to enjoy equal status they should be *actively offered* in both languages, not simply be passively available. Any enquiry in a given language plainly constitutes in itself a request for service in that language and should require no further explanation—much less begging—on the citizen's part. A few federal employees, far from understanding this embarrassingly simple truth for a civilized people, still think bilingual clients should be browbeaten into using the administrator's own language. As to choosing the language of service under the Act, the customer is always right. And conceding service with a sulk is not only inelegant, but "bad business" in every way for the agency. At

very least, employees who don't cherish the Act will find it possible to adjust their clenched teeth into a convincingly courteous grin. In general, departments should make it crystal clear that they offer services in both languages, whether through bilingual signs, identification or greeting, or enquiry as to the language preference of the individual. Some agencies have found that the Commissioner's poster and counter card "VOUS AVEZ LA PAROLE/NOW YOU'RE TALKING" can convey this message in a simple, good-humoured way.

*(c) Equal Prominence and Precedence*

Bilingual service equally available and equally slowly offered is still not equal if one language is offered with a roar that drowns out the other's whimper. This problem arises particularly with printed material such as signs and forms. The two languages should claim a roughly equal amount of space, taking into account the physical proximity of the two languages, and the texts should be equally legible (or illegible) in both versions, with lettering of equal size. Even colour schemes can affect equal legibility: whether through inadvertence or perverse imagination, one sign-maker in a public museum, using plexiglas with a black background, made one language effectively invisible on an otherwise impeccably bilingual sign. This was a transparent error, even in esthetics.

Related to, but separate from, prominence is the question of precedence, which inevitably arises. In general, the language coming first enjoys precedence: where the two languages are side by side this means the language on the left; where they are one above the other, it is the language on top. Government policy gives precedence to French in Quebec and to English elsewhere. A "refinement" the Commissioner has proposed gives French precedence in areas outside Quebec where the French-language group forms a local majority. French precedence should also logically apply to French-language Units anywhere in Canada or abroad. Perhaps a sensible guideline on this really minor issue is to give precedence, wherever good taste or practicality do not interfere, to the language of the majority of each agency's clientele—"localized" to the extent the agency itself is decentralized. Visiting cards, those clumsy if sometimes handy status symbols, might give precedence to each bearer's preferred official language.

*(d) Equal Quality*

Whatever marvels administrators dream up to get both languages to the citizen in equal quantity, however, the two official languages can enjoy full equality of status only when they display roughly equal quality. A letter in fractured French, or a tour in pidgin English, is in

some ways worse than no service in the second language at all, for Parliament's intent of equality ends up as twisted tokenism—and citizens may be exposed to a dangerous rise in blood pressure.

A distinction emerges between written services and those offered in person. For written services, in view of the government's heavy outlay on translation, there appears little excuse for anything less than high linguistic quality in either language. With "person-to-person" service, however, all the Commissioner hopes for is reasonably comprehensible and courteous communication where, for a given public employee, institutional bilingualism becomes individual. One regrets that perfectly bilingual Canadians are rare birds that have by no means all flocked to the Public Service; but a reasonable standard of personal bilingualism does not require that federal employees speak the English of Winston Churchill or the French of Charles de Gaulle (or, say, in Canadian terms, of Northrop Frye or Jean-Noël Tremblay). Although the medium may stay much of the message, equal status should require only that the medium not grossly or perilously blur the message's clarity. Ensuring that the message itself is clear seems beyond the powers of even the Official Languages Act.

## 2) *The Perils of May-December Weddings: Significant Demand and Feasibility*

Not surprisingly, many agencies would like a practical definition of Section 9 (2)'s reference to "significant demand" and "feasibility". These standards define agencies' duty to offer bilingual service everywhere in Canada, including outside eventual "bilingual districts"—none of which yet exists beyond the National Capital Region. Neither standard derives from any scientific measure spelled out in the Act; both, therefore, need interpretation according to such broad values as the courts apply to "the reasonable man" (perhaps a dignified way of saying "flying by the seat of your pants").

Feasibility should cause administrators the lesser trouble. It plainly engages factors of cost, and especially training and deployment of staff. Once significant demand is agreed to exist, managers need only make every zealous but sensible effort to make bilingual service possible. This may take time and probably more money than other operational priorities would suggest; but such an effort is essential to mirror, wherever goodwill and ingenuity allow, the Act's egalitarian spirit and intent. Often technical, financial, administrative or personnel reasons can result in bilingual service proving unfeasible. But such cases should be as rare and/or temporary as possible, and the onus must weigh on national and local management to demonstrate unfeasibility—never on the local public to show feasibility.

The same onus rests heavily on management if it wishes to deny bilingual service on grounds that there exists no "significant demand" at a given office or place. The Commissioner, required by Section 25 to interpret the Act's spirit and intent, realizes the genuine practical dilemma this phrase poses to even the best-intentioned administrators. He believes that Parliament, having defined no more precise criteria, must have wished all concerned to apply the "reasonable man" kind of yardstick—or at least a flexible standard not frozen to immutable, and perhaps occasionally inapplicable, mathematical factors. The Commissioner would further urge that demand be viewed in the framework of the corollary values of common sense, generosity and imagination. All of that is still vague, but it can become more tangible against certain observable facts: local population statistics by mother tongue, proposed bilingual districts (however tentative), a local history of previous demand, prior offering of service, and, more recently, complaints sent to the Commissioner (who must take such complaints as *prima facie* evidence of some demand). Indeed, the Commissioner has noted that a presumed non-existent demand magically materialized—as, for example, in Victoria, B.C.—when an agency started to offer bilingual service. To break a possible vicious circle of "no demand—no service", agencies can pragmatically test demand by actively offering bilingual service for experimental periods.

Permeating all these points are the Act's spirit and intent, which no doubt will continue to become clearer if the Commissioner and administrators keep in mind the above values. Probably, however these and other factors develop, the Act's spirit and intent will most nearly be met by giving the citizen the benefit of the doubt. Again, one should start, though not invariably end, with the idea that "the customer is probably right."

### 3) *Of Travelling Salesmen and Others*

Federal agencies dealing with the travelling public receive honourable special mention in the Act. Their very own Section 10 lays on them—as well as on their public-contact concessionnaires—not only prestige but geographically limitless obligations. To federal airline, railway, hotel, customs, immigration, parks and other offices or facilities for travellers in Canada, and even abroad, Section 10 leaves few "unilingual loopholes". The duty is not to offer bilingual service *only* where there exist significant demand and feasibility. The Act in fact turns the tables of responsibility on these agencies, requiring them to assume "system-wide" demand—and makes exceptions only where "there is no significant demand" for bilingual service, or where demand is "so irregular as not to warrant" it. And, once more, it's up to the agency to prove the insignificance or irregularity of demand.

For administrators in "travelling public" agencies this is potent medicine. But that is how Parliament wrote the Act, presumably with the hope of making Canadians of both language groups feel at home in as much of Canada as possible—and indeed in Canadian offices abroad. This duty should indicate to management of such agencies first of all that eventual bilingual districts have nothing whatever to do with—or at least cannot restrict—their obligations. Section 10 came fully into effect in September 1969, and if bilingual districts are ever proclaimed they will change nothing for a travelling public already legally entitled to full service (with a few minor exceptions by Cabinet order) throughout the whole federal travel network.

Some federal agencies, such as the National Parks and Historic Sites Branch of the Department of Indian Affairs and Northern Development, have not only understood this weighty obligation but have begun putting into effect the Commissioner's recommendations for systematically introducing bilingual services everywhere. Other agencies such as the CN have also been trying for many years to approach this goal. But certain other key agencies have yet to explain the Act's full import to their employees at all levels. They should do so urgently, but making three points of vital meaning to individual employees.

To begin, management should remind employees being informed of system-wide obligations that these duties lay not on individuals but on the agencies as institutions. In a word, management must explain to employees that Parliament wished the agency to offer the travelling public a bilingual capacity at all points; it never intended every employee at every level to be or become bilingual. Second, management should make clear that the agency, not individual employees, must find sensible and civilized ways of achieving that bilingual capacity within the shortest time humanly possible. The Commissioner's recommendations to such agencies invariably include a strong plea to consult unions and to try to reconcile seniority and "bumping" privileges with Parliament's law. Responsible union leaders have shown the Commissioner that they will support any humane effort to achieve system-wide linguistic justice. This effort often includes more and better language training and a temporary emphasis on hiring staff whose language skills—technical competence being equal—are most needed. Third, the very credibility of the Act requires a certain flexibility in the kind, degree and timing of services offered under Section 10. In spite of the rigour of the Act's text, the Commissioner thinks it wise to interpret the letter of the law with some regard for genuine personnel difficulties in certain stations or posts. Even starting from the assumption of system-wide demand, he thinks it normal, and consistent with the Act's supple spirit, to say that demand is not a matter of

black and white, of total bilingual service or none at all. The best approach, he suggests, is for agencies to strive with all possible energy, resources and despatch to provide bilingual service throughout their system, but allowing the degree and accessibility of service to vary with the nature and volume of tested demand— “tested” of course implying a previous active offering of service. In short, the guaranteeing of language rights to travellers in Canada and through Canadian facilities abroad should start with a clear, resolute understanding of each agency’s universal duties. Then it should radiate out from major travel points as quickly as ingenuity, technology and sensitive personnel administration will allow.

\* \* \* \*

Above, the Commissioner has tried to touch on a few of the questions that keep turning up not only in his investigations, but in less formal dealings with public employees and private citizens. No doubt he has missed some points which still cause queries or anguish. These he would gladly try to meet at the drop of anyone’s invitation. In seeking to cast a little light into shadowy corners of the Act, he knows his judgements may err: suggestions and corrections for a better “bilingualism survival manual” will be most gratefully received. Meanwhile, he hopes these first sketchy guidelines may in some degree assist the administratively tongue-tied, or at least offer them a handy and willing scapegoat should things go linguistically wrong.

### *C. Working in French: Still the Hard Option*

Last year, the Commissioner expressed the view that “the long-term future of French in North America will depend mainly on Quebec’s ability to strengthen its principal language of culture as a language of work and of general social use.” In thus linking the fate of French everywhere in Canada to “the dynamism—indeed the healthy predominance—of French in this unique jurisdiction where francophones form a majority”, he wished to point out the natural harmony of his efforts in favour of French, under the federal Official Languages Act, with Quebec’s own logical and growing emphasis on spreading the use of French in all sectors of modern society. The Commissioner’s efforts, which in no way weaken the egalitarian spirit of the Act vis-à-vis English, seek to help French speakers in Quebec and elsewhere in two ways: first, by guaranteeing to them, wherever the law requires, federal services in French; then, by standing up for their statutory right to work for the federal State in their mother tongue.

This right to work in French, as well as English, within federal administrations derives from the Act's Section 2:

The English and French languages are the official languages of Canada for all purposes of the Parliament and Government of Canada, and possess and enjoy equality of status and equal rights and privileges as to their use in all the institutions of the Parliament and Government of Canada.

One might fairly observe that the Commissioner's interpretation of Section 2's words "as to their use in" as recognizing the principle of the two languages' equality as languages of work has hardly been trumpeted about by federal authorities as a whole—at least until the President of the Treasury Board's statement of December 14, 1972. Still less—in spite of the modest experimental "reform" of the French-language Units—does one find this interpretation fulfilled in fact. Ottawa remains far from a paradise for French-speaking public servants; as for French-speaking federal employees outside Ottawa (even, sometimes, in Quebec), the administrative milieu, linguistically speaking, resembles rather the celebrated scenario of Dante. In 1971, only 8.3 per cent of some 66,675 posts filled in the Public Service allowed the incumbent to be unilingual French-speaking (as against nearly 80 per cent for unilingual English speakers), while French speakers formed some 27 per cent of Canada's total population. Tradition, timidity (if not discreet intimidation), tiredness and, above all, the sheer practical complexity facing any sincere intention to implant French as a language of work—all these factors have tended to make the "use" of French for work, on the same footing as English, extremely difficult.

Language of work rights are unquestionably proclaimed by the Act. Obviously, common sense demands some limitations on the exercise of these rights. No reasonable person, whether French-speaking or English-speaking, could expect to insist absolutely on working in his or her preferred official language, anywhere, anytime: the French-speaking public servant in Victoria, or his English-speaking colleague in Chicoutimi, must recognize certain minimum realities. On the other hand, federal management must not exploit ungenerously or unreasonably such "realities" as pretexts for sabotaging the principle of the two languages' equality as languages of work.

In the face of the Act's somewhat generally-stated backing of the two languages' equality for purposes of work, the Commissioner has tried to settle each case on its merits, leaning as heavily as possible toward supporting the individual in choosing his or her language of work. This he does when presented with various practical "obstacles" (such as geography, and the linguistic make-up of a given office) which departments and agencies often invoke to limit the exercise of language of work rights.

Whatever the reasons behind the Federal Government's failure to spread more quickly the use of French for work, it is plain that if Ottawa does not soon make a visible breakthrough in this area, the Official Languages Act will have lost a vital part of its meaning. Such progress will of course remain an illusion unless the Government, one hopes with the support in principle of other political parties, finds answers to practical administrative questions about the exercise of language of work rights, particularly where and how they apply. The Commissioner does not pretend to hold such detailed answers, but thinks it important for the Government, in concert with staff associations, to tackle such questions soon in concrete terms reflecting the principle Parliament has stated. Meanwhile, for purposes of public discussion, he will review briefly the early experience of one device for achieving linguistic justice in language of work—the French-language Units (FLU). After this review, he will make some general suggestions Ottawa might consider as means to raise French to an equal footing with English as a language of work.

### *1. The French-language Units: Ghettos or Greenhouses?*

Beginning in November 1971, the Government tried to offer French-speaking public servants a better chance to work in their language by designating 457 "French-language Units" in 39 departments and agencies. This experiment, while novel at first glance to many English-speaking Canadians, in fact created on a tiny scale a replica of the enormous "English-language Unit" which most of the federal administration was and still is. It remains an extremely modest, though interesting, reform, which might in many cases more aptly be termed a rebaptism: some 26,000 of the 29,000 persons in the FLU's were doing their work in French to varying degrees before their units were renamed FLU's; and over 330 of the 457 units were chosen in Quebec where, after all, French should normally more often prove useful. Indeed, for those who might fear some massive assimilatory assault on the essentially English-speaking stronghold of some 404,000 federal employees, it may be reassuring to recall that the FLU's include such inoffensive groups as the 66 workers in a federal hospital laundry in Quebec and the 12 in one department's stapling unit sub-section in Ottawa. There are, it is true, much larger FLU's such as the 3,800 members of the Quebec-based Fifth Combat Group; but the Commissioner is sure the Fifth Combat Group has no wish to become a Fifth Column. . . . The experiment's limited impact derives too from the units' frequently junior, if not distant, relation to top policy-making offices. Indeed, policy people in FLU's, more often than not, need English as a job requirement—a demand which, however sometimes now unavoidable for dealing with

“outside” units, does not exactly confirm the belief the FLU’s “force” all their members to work in French alone.

Nevertheless, recalling past difficulties public employees faced trying to work in French, and especially the absence of any articulated alternatives to help them, the Commissioner continues to believe this experiment deserves sympathetic attention. It will no doubt take at least another year before conclusions can be drawn from it, but already some drawbacks and advantages are apparent.

Among the difficulties the FLU’s face, the simple “acclimatization” of the units to an overwhelmingly English-language work milieu figures large. This includes misunderstandings among both English- and French-speaking public servants as to the “ground rules” for communication between the units and other government offices: normally the FLU’s are to question and answer all such offices, though not the general public, in French alone. Happily these misunderstandings are being overcome through time, experience, goodwill and a helpful information bulletin put out by the Treasury Board which is responsible for directing the units’ language régime. Other problems include occasional slow-downs in inter-office communications when outside offices lacking bilingual capacity resort to translation (or, on the telephone, force the FLU to use English); the reluctance of some older French-speaking public servants to “recycle” themselves to work in an administrative language they may have partly lost, or indeed never acquired; the fear, perhaps a little ironic in the light of similar but better publicized English-language apprehensions, that working only in French may restrict promotion opportunities; the slowness of effecting reform of any kind outside the units when policy or research papers prepared in FLU’s are ignored elsewhere or held up in translation; and the general lack of French-language office manuals, especially on financial and technical matters, as well as many headquarters directives which, in contravention of at least the spirit of the Act, continue to go out only in English.

The FLU’s may also present several sound advantages. First and most important, their symbolic and official recognition of French as a language of work seems in some cases markedly to have bettered not only morale, but output. Obviously, using one’s mother tongue for work should—unless technical vocabularies are unavailable—produce higher efficiency. Second, many units report a heartening increase in the use of French not only within the units but by “English-language” or “bilingual” units they deal with: the chance to communicate in French seems most welcome to some English-speaking graduates of language training. Third, where FLU’s have followed the broad rules underlying their establishment, they create a “demand” for French-language communications of all kinds, and for specialized

technical vocabularies, which tend to heighten not only the quantity of French used, but its quality. Fourth, the very existence of FLU's ought to make English-speaking public servants more conscious of the rights and problems of their French-language colleagues—perhaps thereby helping English speakers to see their own career challenges in a more accurate perspective. Finally, the units may offer more practical structures and a more congenial atmosphere for welcoming to the Government the many unilingual French-speaking Canadians the Public Service so badly needs both better to represent our population and to tap a reservoir of talent previously out of reach: in June 1972, the PSC still offered only some 9 per cent of its jobs to unilingual French speakers.

From the admittedly fragmentary accounts the Commissioner has received so far, there emerges, in sum, at least a tentative hope that these advantages could help spread the use of French more widely—and thereby more closely meet Parliament's intention—by a possible "snowball" effect. Certainly, longer testing is required either to confirm or disprove the FLU experiment's value.

## 2. *The "Spirit" of the Act Can Include a Little Realism*

Even while awaiting decisive proof that French-language Units can significantly help implant French as a language of work, and even while seeking practical answers to certain administrative questions, the Government ought urgently to plan for a coherent coordination of all its policies affecting the French language's future in Canada. This coordination demands the meshing, as much as possible, of federal policies to strengthen French with those of Quebec; and it requires an integrated approach to promoting French as a language of work within Ottawa's own roughly 150 administrations.

As for cooperating with Quebec's efforts, Ottawa will probably prefer to await more concrete programmes which will come no doubt in the wake of the Gendron Commission's Report on the Status of the French language. For the same reason of not wishing to presume what language policy Quebec will eventually adopt, the Commissioner can only reaffirm his sympathy with the broad idea of strengthening French there.

But he thinks the Federal Government, in coordinating policies to implant French as a language of work within federal agencies themselves, ought to concentrate on three related challenges.

First, of course, it must formulate more precisely, and make widely known, a series of guidelines defining, if only tentatively, the broad rules it would accept to defend the right of federal employees to work in their chosen official language. This would require preliminary

answers to the simple questions raised above about the modalities for exercising language of work rights. The Commissioner must continue to make independent judgements on individual cases brought to his attention, but a set of guidelines the Government might propose would help federal employees to plan their careers with greater certainty as to the practical opportunities (one hopes extremely wide) of choosing their language of work.

Second, even while awaiting further testing to evaluate the FLU's "structural approach", the Government should move systematically to develop French as the predominant language of work in federal regional administrations within Quebec. This "reform" is nothing but a natural corollary of the *de facto* predominance of English as a federal language of work everywhere else in Canada. Obviously, practical possibilities of working federally in French must extend beyond Quebec, especially to Ottawa and parts of New Brunswick, Ontario and Manitoba. But the priority should rest on Quebec. If federal authorities, even while respecting the statutory work and service language rights of English speakers, cannot accept and implement French as the "normal" language of work in their Quebec offices, they will undermine the strength of French not only in Quebec, but throughout the federal universe. The technical means, including realistic directives, language training for English-speaking federal employees, and translation, do not greatly stretch human imagination. What is needed first and foremost is a firm will to recognize, and act on, the reality that if "administrative difficulties" are allowed to sabotage French as the principal language of work in Quebec, where 80.7 per cent of our countrymen claim it as their mother tongue, the FLU's and any supporting rhetoric will become pitiful window-dressing.

Obviously, one can point to plausible exceptions, such as some aspects of air traffic control governed by international safety rules. But isolated exceptions should not be overblown to obscure the basic normalcy of working in French where French speakers form a strong majority. Even technical problems turn out sometimes to prove less difficult than originally thought: the Atmospheric Environment Service, whose goodwill the Commissioner recently tested in Montreal, found to its own happy surprise and its employees' satisfaction that one can predict weather in French with equal accuracy as in English, and still serve the public in both languages.

The third policy the Commissioner recommends is closely linked to some such intensification of Ottawa's efforts to strengthen French within Quebec, and eventually elsewhere. It urges a clear and intensive effort to bring to Government the talents of both unilingual and bilingual French-speaking Canadians in numbers more closely approximating their numbers in the country.

Naturally, no such recruiting campaign can succeed through false prophecies of linguistic Nirvana or through self-delusion. The Government, backed if possible by all political parties, must tell potential French-speaking recruits that, although improvements are underway, the linguistic "welcoming structures" in federal institutions, with few exceptions, remain very hard to adapt to: in 1971, some 82 per cent of all the "key category" jobs under the Public Service Commission's control were held by English-speaking incumbents, and language requirements for jobs in that year (80 per cent requiring English only, against eight per cent French only) did little to make a revolution giving French-speaking Canadians a fairer break.

Plainly, departments and agencies must find more room for unilingual French-speaking Canadians, or the vicious circle of low French-language recruitment and few federal opportunities to work in French will go on forever. Easy slogans can neither solve nor disguise this problem. The Commissioner hopes that the Government will move quickly to find policies on linguistic work rights, on administrative settings where French-speaking Canadians feel at home, and on more balanced opportunities in recruitment. All these, and nothing less, can make the Official Languages Act the instrument of full linguistic equality which Parliament intended.

#### *D. The Bilingual Districts: Better Late than Never, or Not at All?*

The concept of official bilingual districts came from the Royal Commission on Bilingualism and Biculturalism essentially on the example of Finland. It led legislators to devise a comprehensive mechanism covering seven sections of the Official Languages Act (12 to 18), and directly affecting three others: 7, 9 and 11. The public generally, including the Commissioner, had expected that during the fiscal year 1971-72 the Federal Cabinet might use this mechanism to proclaim certain such districts. At the time of this writing, however, the only official "bilingual district" remains the National Capital Region, which assumed its new linguistic status when the Act came into force in September 1969.<sup>1</sup>

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<sup>1</sup> In the sense of the Act, the National Capital Region is not an ordinary "bilingual district". Such districts, if and when proclaimed, will require bilingual services only in "principal offices". Duties to provide services in both languages in the National Capital Region are, as Section 9(1) indicates, unlimited, and cover offices at every level:

Every department and agency of the Government of Canada and every judicial quasi-judicial or administrative body or Crown corporation established by or pursuant to an Act of the Parliament of Canada has the duty to ensure that within the National Capital Region, at the place of its head or central office in Canada if outside the National Capital Region, and at each of its principal offices in a federal bilingual district established under this Act, members of the public can obtain available services from and can communicate with it in both official languages.

Since preparing his First Annual Report, the Commissioner has pondered anew the role bilingual districts might play in defending language rights. After citing certain factors which invite such a review, it may be helpful, for purposes of public discussion, to marshal briefly some of the arguments for and against proclaiming bilingual districts, then to propose two working hypotheses the designated authorities might wish to weigh.

The first factor is the report, published in May 1971, of the first Bilingual Districts Advisory Board. This *ad hoc* independent commission was charged under the Act with counselling the Federal Cabinet on the precise boundaries of any areas the Government might consider proclaiming bilingual districts. The report, known as the Duhamel Report after its chairman, Mr. Roger Duhamel, suggested that the Government create 37 districts as soon as possible after the statutory 90-day period of reflection, and possibly 24 others after Ottawa learned the results of the June 1971 decennial census. As a rule-of-thumb, the Board had to use the criterion of a minimum 10 per cent official-language mother-tongue minority group (unless customary services made this unnecessary) in any proposed area. Public reaction to the report was mixed, running from satisfaction in most French-language communities outside Quebec, through approval, indifference or hostility among their English-speaking fellow citizens, to general opposition within Quebec to the idea that the entire province, as suggested also only for New Brunswick, should be proclaimed a bilingual district.

The second factor is the appointment in June 1972 of a second Advisory Board, chaired by Professor Paul Fox, to take up the challenge of the then-dissolved Duhamel commission on the basis of the 1971 mother-tongue census figures—the Duhamel Report having been forced to rely on those from the 1961 census.

The third factor is the release, in August 1972, of preliminary 1971 census figures showing a slight percentage drop in French-speaking populations in every province except Newfoundland and British Columbia—two of the provinces with the smallest French-speaking communities—communities ignored as potential bilingual districts even by the tentative maps contained in Volume I of the “B. and B.” Commission’s Report.

The fourth factor is the Government’s own delay in implementing any of the Duhamel recommendations. No doubt noting the highly varied, and sometimes hostile, reaction of public opinion, and observing that within a few months far more up-to-date statistics would be available, the Government held back from proclaiming any districts. The “Fox Report” (expected in the fall of 1973), it argued, would make possible a decision based on more relevant data.

Plainly, the decision to await the Fox Report can claim, over the long view, much merit. Only the second Advisory Board will be able, with its representative wisdom and stronger social science research staff, to offer the "field-tested", up-to-date investigation a lasting solution demands. But again we face a probable one-year wait; and without trying to second-guess the Board, the Commissioner thinks the confused state of public opinion on the whole issue of districts could make a summary of arguments for and against them a healthy and perhaps eventually helpful exercise.

The points in favour of more districts are relatively well-known. First, although the "will to persist" is no doubt the critical factor in any minority culture's survival, bilingual districts would give official minority-language rights a clear legal underpinning: Sections 7 (advertising), 11 (courts), and especially 9 (all other services) dictate specific obligations for federal agencies in such areas. Second, districts offer isolated official-language communities a powerful symbolic recognition that the two official languages enjoy equal status on a national scale, however unequal they may be in fact at provincial and municipal levels. Third, while thus making official-language minority groups feel more secure, districts can educate local linguistic majority groups to the minority's rights, and perhaps encourage provinces and municipalities to provide bilingual districts or services of their own. Fourth, although the practical implications of such districts are still not well understood among public administrators, a number of federal agencies have begun to offer, or plan to offer, services in some proposed areas as if official districts already existed—indeed, in some "special studies", the Commissioner's Office has invited departments to keep in mind the eventuality of such districts. The Public Service Commission also follows this guideline in deciding where to place bilingual advertisements for recruitment. Fifth, by any reasonable estimate of real needs, bilingual districts would probably require relatively few federal employees to become "functionally bilingual". Such districts, like the rest of the Act, aim not to make bilingual every public employee at every level; they seek to enable the State as a body of institutions to serve the public in both languages—that is, to offer a "bilingual capacity" which, in some small towns, might mean adding (or re-posting or retraining) one or two RCMP constables, a nurse, a postal clerk and perhaps a manpower adviser. Districts would also, incidentally but in harmony with the Act's spirit, and without diminishing any employee's rights, provide better opportunities to more minority official-language federal employees to work in their mother tongue. Sixth, from the public's viewpoint, the 10 per cent yardstick for defining districts (made more flexible by Section 13(3)) seems a simple and reasonable, if arbitrary, standard for investing in extra linguistic ser-

vices; and for administrators it represents a plausible "critical mass" for justifying and putting to good use extra services. Seventh, clearly identified districts could avoid the danger that Section 9(2)'s standards of "significant demand" and "feasibility" might—in the absence of districts—be left to inconsistent, or even capriciously inadequate, interpretation by local management. Even now, some administrators may be inclined to "respect" Section 9(2) in certain obviously bilingual areas only because they believe districts will come sooner or later to "enforce" such respect. Finally, from the Commissioner's own viewpoint, new districts would clarify and confirm his duty to defend language rights within plainly marked "bastions".

Against the proclamation of new districts one can imagine several points. First, and perhaps most distressingly, many public administrators tend to view eventual districts not as "bastions" or strongholds out from which, as well as within which, bilingual services would radiate. They see them rather as ghettos—as limiting, "native reservations" to which administratively inconvenient bilingual services can be confined. This restrictive outlook ignores, of course, the complementary stipulation of Section 9(2) guaranteeing bilingual services anywhere in Canada where there exists "significant demand" and "feasibility". The misunderstanding becomes alarming when found among senior management of some agencies dealing with the travelling public—which, of course, by Section 10, enjoys the presumption of "system-wide" demand (anywhere in Canada or abroad) except where an agency can prove that at a given place there exists "no significant demand" or a demand "so irregular as not to warrant" bilingual service. For purposes of serving the travelling public, bilingual districts are simply and legally irrelevant.

Second, as the Duhamel Report showed, it is extremely difficult to draw a map of bilingual districts which does not appear to many as chaotic, illogical and/or unjust. The best-intentioned linguistic map-making in Quebec, or even in Montreal alone, seems likely to meet prodigious political obstacles.<sup>2</sup>) And how can one fairly "protect" through a district the 795 francophones of Port-au-Port, Newfoundland, while 'abandoning' more than 38,000 native French speakers in Metropolitan Toronto? Third, partly as a result of these intrinsic complexities, districts may well lead isolated official minority-language groups living in them to a ghetto mentality—while heightening irritation among the local official majority-language group and intensifying the resentment of some third-language groups, including native peoples, who perceive the districts as a consecration of their imagined "inferior"

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<sup>2</sup> Some language frontiers in Belgium, far from resolving linguistic conflict for all time, seem recently to have deepened antagonisms to the extent of contributing to the downfall of the country's government.

status. All these psychological reactions were plain before and especially after the Duhamel Report.

Fourth, the "B. and B." Commission's recommendation of matching provincial and municipal bilingual services in federal bilingual districts has not generally been met. Neither, in particular, has its hope that the pivotal province of Ontario declare itself bilingual and accept the concept of bilingual districts for provincial and local purposes. As a result, the whole "B. and B." Commission concept of integrated, three-tiered bilingual services loses its impact and rationale. Indeed, as Alexis de Tocqueville observed about American democracy, the partial satisfaction of a desire for equality (here through only federal bilingual services) rarely soothes such yearnings; it can just as easily fan them into more bitterly frustrated "rising expectations". True, some provinces, such as Ontario and New Brunswick, have taken practical steps gradually to imitate Quebec's long-standing example of providing certain services in both languages. But none of these provinces appears ready to implement its bilingualism policy with a deliberate, systematic plan geared to progress in the federal sphere. In this light, federal bilingual districts run the risk, for the average citizen who cares little about different jurisdictions, of passing for tokenism.

Fifth, because of the wording of Section 9(1) ("principal offices in a federal bilingual district"), serious anomalies arise around large regional headquarters cities such as Edmonton, Winnipeg, Toronto and Halifax. Since the Act does not say "principal offices serving a federal bilingual district", large French-speaking populations eventually grouped into districts outside these cities, even very nearby them, may be deprived of service in their official-minority tongue because the district itself contains no or only minor federal offices: thirty-one per cent French-speaking St. Boniface (total population 46,715) easily qualifies as a bilingual district, but it employs only an estimated 20 to 25 federal public servants—all the regional "principal offices" (with more than 5,500 such employees) being across the river in Winnipeg, whose overwhelmingly English-speaking population could only with some stretching of the law, and perhaps much shedding of bad blood, be grouped into a bilingual district. Notwithstanding this technicality, the Commissioner has invited some agencies to act as though the Act did read "serving", for this often seemed the only way to interpret the law according to its obvious general intent.

Sixth, bilingual districts may have less importance than originally thought because the cultural infrastructure supporting French-speaking communities outside Quebec is being substantially strengthened. Provincial authorities generally—though with varying generosity—are opening new resources and freedoms to these communities in education. And Ottawa, through the Department of the Secretary of State, has

noticeably encouraged a renaissance of French culture outside Quebec by financing French cultural centres in several major cities and by supplying funds used, among other purposes, for hiring social and cultural animators.

Seventh, bilingual districts as a concept contain a built-in irritant in the statutory obligation to review their boundaries every ten years in the light of changing figures from each decennial census. In spite of safeguards for smooth transition, rights once acquired will not easily be relinquished—even if only vestiges of a district-protected minority remain after an exodus, assimilation or natural attrition.

Finally, and in the Commissioner's view far more impressively, bilingual districts may be unnecessary because of empirical evidence that the Act has protected language rights surprisingly well for two and a half years without them. The reason is simple, though widely ignored: Section 9(2). By the fall of 1972, the Commissioner had found it possible to interpret constructively Section 9(2)'s requirements of "significant demand" and "feasibility" to defend official-language rights in nearly every part of Canada. The roughly 1,400 complaints and 35 special studies handled in his Office by that time indicate to him that the strength and flexibility of Section 9(2) may be greatly underestimated by many who, because of the Act's own insistence, have been perhaps excessively fascinated by the notion of bilingual districts as a cure-all. Indeed, far from entrenching language rights more securely, bilingual districts may theoretically shrink them: Section 9(1) guarantees federal bilingual services only in "principal offices" in bilingual districts; Section 9(2) imposes no such limitation. As a case in point, the Commissioner recently recommended services in both languages in sub-post offices (such as in drugstores) in Moncton. If Moncton is proclaimed a bilingual district, the Post Office Department might legally cut back its bilingual services to cover merely "principal offices", perhaps only to the city's one central post office. In such an unlikely case, the Commissioner would argue that Section 9(2) overrode Section 9(1). But the very possibility of such legal pettifoggery suggests that formal districts may not be the indispensable ramparts of rights Parliament and public once thought.

Skepticism growing from this experience about the possibly over-sold indispensability of bilingual districts seems likely to increase because of the unavoidable calendar of events: the second Advisory Board's own reasonable timetable, the statutory three-month period of reflection imposed on the Cabinet, and the need for perhaps longer consultations with provincial governments suggest that no new bilingual districts can be proclaimed before the winter of 1973-74—when the Act will have been in effect for about four and a half years.

What conclusions should we draw from these conflicting arguments? The Commissioner is not sure, but advances two alternative working hypotheses.

Hypothesis A would advise developing the original "B. and B." Commission idea of defining districts by "regional clusters . . . closely related to real language needs" and tending toward "consolidating regional minorities".<sup>3)</sup> This approach would obviously produce far fewer, but sometimes larger, districts than those proposed in the Duhamel Report: 9 of the 37 districts proposed therein contained less than 2,000 minority-language people. The approach might rest on three criteria. The first would root bilingual districts in living sociological reality—never on symbolism or the self-deceiving nostalgia of reading ancient place names or gravestones. If bilingual districts become identified with folkloric mythology the whole notion may fall into contempt. If there must be districts, let them be for people who plainly intend to speak their mother tongue tomorrow as well as yesterday.

The second would focus districts on relatively large and viable cores—not remote villages plucked off a map but on authentic "regional communities" with sound economic and social, as well as cultural and linguistic, structures. Northern and Eastern Ontario, Northern and Eastern New Brunswick (including Moncton), and St. Boniface would thus be obvious candidates, with New Brunswick serving as a radiant for the Acadian renaissance throughout the Atlantic Provinces. To this end, an Acadian radio and television regional network in the Canadian Broadcasting Corporation would be invaluable, as would more developed and integrated province-wide programming for Franco-Ontarians.

The third would apply to Quebec. In his First Annual Report, the Commissioner expressed the view that "the vitality of French everywhere in Canada will rest on the dynamism—indeed the healthy predominance—of French in this unique jurisdiction where francophones form a majority, and possess institutions reflecting this reality." He believes that any proposal for bilingual districts in Quebec, without violating the Official Languages Act's guarantee of equal status for both languages federally, not only should not weaken the French language in Quebec; it ought to take into careful account Canada's national interest in encouraging this "healthy predominance" of French in Quebec's whole way of life.

Hypothesis B would simply scrap the idea of bilingual districts outside the National Capital Region. This more radical approach would in effect substitute Section 9(2) for Section 9(1) as the main method for protecting language rights. In other words, it would use "significant

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<sup>3)</sup> Book I, p. 106.

demand” and “feasibility”, instead of bilingual districts, as the essential guideline to providing bilingual services.

Such an approach might rest on four conditions. First, as a technical matter, Parliament would have to amend Sections 7 and 11 of the Official Languages Act to replace the geographical criterion for bilingual federal advertising and court services by those of significant demand and feasibility. Then the whole Act, except the more stringent Section 10 protecting the travelling public, would operate on the same two deliberately elastic principles.

Second, to allay the natural fear of French-speaking minorities who have been looking to bilingual districts for legal and psychological security, the Government would have to mount a bold and candid information campaign to explain that experience had convinced it that Sections 9(2) and 10 offered both a more generous and a more flexible way of guaranteeing federal language rights. Such a campaign could produce the happy side-effect of explaining the scope and use of these two key sections to federal management at all levels.

Third, to prove its promise to minority groups, the Government would act, through the Treasury Board for departments and Cabinet directive for other agencies, to accelerate substantive, and especially visible, bilingual reform. Such a programme would give priority to agencies with a high degree of contact with the public, and to the relatively simple-to-change visual aspects of bilingualism. This crash programme would not be enough, and should not degenerate into tokenism; but it would be an indispensable start.

Finally, as the crucial test of credibility, the Government would explain to federal management at all levels with what values it wished “significant demand” and “feasibility” to be measured. These two standards—even resting on some empirical data as suggested in part B— may be vague, as would be the values; but bilingual districts have proved hard to define too. In the end, of course, the humane application of any law depends on enlightened administrators. Even such men and women make mistakes. Yet if they were clearly instructed to interpret the above two standards with attitudes of common sense, generosity and imagination, the chances of achieving linguistic justice in the federal sphere throughout Canada might well prove both better, and in terms of intercultural understanding far less costly, than with bilingual districts.

French-speaking Canadians outside Quebec who have long looked to bilingual districts as a vital rampart of their cultural security should in no way view the above discussion as a wish to weaken their rights. It is precisely because the Commissioner wants to strengthen these rights that he thinks necessary an honest second look at the idea of districts as a means to this end.

Here ends the Commissioner's gratuitous intrusion upon the mandate of the second Advisory Board. However cursory and inconclusive this review, he hopes at least it can make a small contribution to the public's understanding of the Board's challenging task.

#### *E. Information: What You Don't Know Might Hurt You*

In last year's report to Parliament, the Commissioner noted that the area of public information on bilingualism seemed "dangerously neglected". Decrying Ottawa's efforts (including his own) as failing to display "enough boldness or imagination", he remarked on the saddening irony that, "some two years after its passage, an Act designed to promote linguistic justice should be viewed by so many as a possible instrument of linguistic discrimination . . ."

Now, after well over three years since the Act took effect, the Commissioner believes that, especially in parts of English-speaking Canada, public opinion on this major Act of Parliament remains at least as confused, and sometimes more so. Concrete, equitable reform itself, of course, remains the best information policy. But the Commissioner still thinks the Canadian people are entitled to a candid and comprehensive explanation of Parliament's Act and the Government's bilingualism policies. Such a programme must stress the Act's meaning and the Government's policies in the most down-to-earth practical terms. It should now be clear to all that legislative archivism (passing, then neglecting to explain, a law) will not convince Canadians that language reform deserves their support: few citizens read the *Revised Statutes of Canada*.

Elected leaders in all parties have already shown their willingness to defend the Act as a non-partisan reform. But if "English backlash" (and a less strident yet often more defensible "French" skepticism) are to be dissipated, all responsible authorities must expand and coordinate their efforts to tell today's facts and tomorrow's needs. The "latent goodwill" the Commissioner noted among the public last year is not inexhaustible.

Action seems urgent through three channels. First, the cooperative centre for information on bilingualism proposed here last year, having attracted some support in Parliament and Government, should come to fruition without delay. This centre, besides bringing together information materials from Government agencies in bilingualism's "bureaucratic jungle" and from the Commissioner, could include pamphlets setting on record statements by party leaders and presidents of major staff associations. Such a centre would command public confidence not only through its plainly non-partisan status, but by the timeliness and objectivity of its answers on any aspect of bilingualism. Information

materials for both the general public and federal employees could include not only pamphlets and films, but a telephone service for parliamentarians, journalists and citizens anywhere in Canada requiring up-to-date facts. This toll-free service ought to function at least 14 hours a day to accommodate callers in our different time zones, as well as parliamentarians during evening sittings.

A second, and perhaps decisive, arena for action is within federal agencies themselves. With broad guidance and guidelines from the Treasury Board, management of these agencies must find ways to make the meaning of the Act "filter down" to operational levels. Most importantly, perhaps, deputy ministers and presidents of Crown agencies might take a more active personal role in information. This is logical not only because agency heads carry the indispensable prestige to "sell" bilingualism; their direct commitment can remind management at all levels that bilingualism is a priority Parliament has inserted into every agency's policy-making as a whole.

Obviously, to coordinate such an effort by management, the Treasury Board must quickly fulfil the promise of leadership its new mandate implies. It must work out with heads of agencies effective and humane policies. But then, heads of agencies, "mobile mandarins" aided by their bilingualism advisers or "special assistants on bilingualism", should try more often to get out of Ottawa into the field, across the country, to explain these policies. If field staff can prove the policies unrealistic or unfair, management should honestly—without ever renouncing the principle of linguistic equality—make adjustments in modalities and timing. What matters most, however, is that top management and bilingualism advisers go to their colleagues at every level in every major area and say clearly what the Act requires them to accomplish together. This "consultative diplomacy" with staff and unions can pay great dividends—and, in any case, should form a normal part of labour relations.

The third agency of information can be the Commissioner's Office. Apart from answering a growing number of enquiries for basic facts on the Act, the Office has prepared a number of audio-visual materials the Commissioner intends increasingly to distribute: a simple pamphlet on the Act and the Office, counter-cards and posters (inviting toll-free telephone enquiries) already widely distributed in Ottawa and some travel stations, articles in union and professional magazines, and a short film. Further, the Commissioner has undertaken tours touching every province of Canada, as well as the two Territories. These tours, usually organized with the help of the sitting Member of Parliament of whatever party, included public meetings with questions and answers, service club speeches, hot-line radio interviews, television appearances, and visits to school classrooms and assemblies. The Com-

missioner renews his offer to Members of Parliament of any party to visit constituencies to help explain the Act and its implications as a non-partisan officer of Parliament. Members in areas where bilingualism is a delicate issue might particularly wish to consider this possibility; at very worst, the Commissioner, if he fails to please, may serve as a handy lightning rod for discontent . . .

The Commissioner is preparing two other initiatives, which will come to reality as needs indicate. First, his Office will have ready in early 1973 an unpretentious "Bilingualism Survival Kit" for federal employees: this will include at least the first two parts of this chapter, the Office pamphlet and one or two articles setting out the meaning of the Act and the Commissioner's role. If federal management and unions agree to help, the Commissioner will distribute these wherever requested, however tentative and subject to improvement the materials remain. Second, the Commissioner is taking steps to participate with interested federal and provincial authorities in developing a series of study guides on bilingualism for different levels of schools. Institutions concerned with explaining how the Act makes second-language teaching even more relevant, or with courses in public affairs, can count on the Office's cooperation as of now.

However much the Commissioner and his colleagues enjoy this work, the Government itself should not delay taking a more vigorous role. It can count on the Commissioner's ready cooperation in helping the public and its own employees to understand better this complex and compelling question. Ignorance on bilingualism, each day reminds him, is not bliss.

#### *F. Language Training: per ardua ad linguas*

One of the most eloquent measures of Canada's seriousness in facing its linguistic challenge has been its decision to teach the second official language, whether English or French, to federal employees on a massive scale. Beginning modestly in 1964, and going into high gear in 1968, the Public Service Commission's Language Bureau has spearheaded this effort, though more and more agencies, notably the Armed Forces and the Central Mortgage and Housing Corporation, have developed programmes of their own. By the autumn of 1972, the Language Bureau alone had taken in hand about 21,000 public servants, four-fifths of whom were exposed to learning French.

The Commissioner has observed, both from his own complaints files and exchanges with Members of Parliament and employee association leaders, a few problems worth the public's, and especially the public servant's, attention. The following remarks do not pretend to

say all about language training. While hoping to carry out in 1972-73 a more exhaustive and scientific study of language training policy, the Commissioner prefers to restrict his comments to three or four questions already rooted in his Office's own experience.

The high drop-out rate mentioned in last year's report derives, it appears, from several factors. One apparently widespread reason for prematurely leaving language school is the habit of many departmental and agency heads of pulling people off language training whenever management faces a "crisis" or unexpectedly heavy work load. This temptation is understandable but, from a linguistic viewpoint, disastrous. For students already burdened with career and pedagogical anxieties, and badly in need of strengthened confidence and motivation, such a practice is about as gratifying as Don Juan's adventures in Hell: an endless series of unconsummated seductions. Some departments have started to "double-bank" positions, covering off a language student's normal duties by hiring an extra person during his absence. This is expensive, but certainly less so than throwing good money after bad in putting students through the discouraging, often embittering, and always unpredictable, "stop-start-stop" motions of not learning—but enrolling, resigning and re-enrolling. "Continuous" immersion for six months or more (if it does not provoke nervous stress through culture shock) seems one pedagogically, as well as administratively, sound way of curing the Don Juan syndrome.

Another factor weighing on individual decisions to drop out seems to be the fear, if not the conviction, that departments will not post language school graduates to administrative situations where their new and hard-acquired skills can be put to good use. And the suspicion among many students that the whole language school experience is an exercise in diploma-winning, in getting objectively meaningless extra points on their Data Stream card (from the PSC's computerized "talent bank") necessarily saps student morale, leading some to earn only the bare minimum of credits they think their career might demand, then earnestly to forget whatever language skills they picked up. The PSC, firmly backed by the Treasury Board, should insist that departments place graduates in places where taxpayers' financial investment and graduates' intellectual and emotional investment will produce the best possible pay-off. To meet this goal, the PSC would be well justified in establishing a follow-up assessment sheet on which graduates would note, at six-month intervals, the use their current posting allowed them to make of their training—training which, excluding "double-banking", is estimated by the PSC to cost some \$3000 to \$4800 per student to graduation (when double-banking is used, the PSC calculates the average total cost will be \$14,550). The Treasury Board could use such sheets to help monitor the progress of institutional bilingualism;

and the sheets could further enable the PSC Language Bureau to identify and correct more quickly and systematically weaknesses in its own retention programmes. Indeed, they might offer the Bureau's new Director General at least some indirect evaluation of the various pedagogical approaches he has decided to substitute for the previous "single-method" approach, which left less room for gearing teaching to age, professional experience and language-learning aptitude.

The Commissioner hears from a number of English-speaking graduates from French courses the wish that French-speaking public servants not insist on using English, but show more patience in "bearing with" the graduates' eager but perhaps time-consuming attempts to practise, and thus retain, their freshly-learned skills. No doubt patience is a virtue their French-speaking colleagues have, through hard experience, refined to an art admitting such charity. If such experiments seem trying or bizarre to French-speaking public servants, perhaps the latter can find ironic solace in the legendary willingness of Ottawa's administration over the past century to "help" French-Canadian employees "practise" their English . . .

In furthering its attempts to keep costs down, the PSC might exploit more fully the Government's own large-scale facilities, notably those in Ottawa and Hull which accommodate some 8,000 students a year. At present, these impressive and well-equipped installations are used to only about one-third their capacity during the summer months. Were the PSC to make more widely known that full-summer cycles are open to any public servants willing to take their yearly holidays during the fall, winter or spring, it might get better value for its investment in overhead and reduce significantly the per-student cost of training. Similarly, the PSC might give more thought to using these facilities at night and on weekends to accommodate shift workers, many of whom cannot take full advantage of this valuable vehicle to a richer life and career.

Two important areas where the PSC has made clear progress are registration of second-language test scores, and appeals. As a result of complaints the Commissioner received and discussed with the PSC, the latter has greatly speeded up processing its test of language skills. These results are now passed on to employees and placed on Data Stream within about two weeks, instead of the previous prescribed maximum time of three months—an improvement of value to some candidates in competitions for "bilingual" jobs. Also as a result of complaints he received, the Commissioner urged the PSC to devise a new mechanism for allowing unsuccessful candidates at language exams to appeal results they thought markedly unfair. In December 1971 the PSC established a special review committee of three linguistic experts, operating apart from the traditional appeals procedure. By the end of

this reporting year, the committee, concentrating on candidates for whom the scores had a crucial bearing on careers or for whom clear discrepancies separated two previous scores, had reviewed 146 cases. It revised 127 of these candidates' scores.

The PSC has met a long-standing problem of cultural relevance with equal care. During the year under review, it introduced Level One of a new "made-in-Canada" system for teaching French. Audio-visual in technique, good-humoured in approach, and firmly rooted in Canadian cultural and linguistic realities, *Dialogue Canada* seems a promising replacement for earlier methods borrowed from Europe. Obviously, the new course demands much more classroom testing before its whole impact can be assessed. And if progress aims to be fair as well as rapid, the PSC must devise and introduce a similar course for French-speaking public employees—who here, as elsewhere (although their graduation rate is three times higher than that of English-speaking classmates), seem to remain the more frequently neglected participants in the slow march to a functionally bilingual Public Service.

Linguistic "functional relevance"—relating vocabulary and degrees of active and/or passive language skills to specific job categories—requires urgent attention too. At present, courses in both languages tend still to focus on colloquial conversation and, notably in French, literary analysis. These methods deserve an important place for reasons of general culture; but they should be supplemented by much more utilitarian lexicons (often existing already and easily computerized) geared to the concrete needs of hundreds of different job categories. The resulting pedagogic realism would undoubtedly greatly heighten motivation, speed up essential learning, and even save money by reducing lower, but still too high, drop-out rates.

A final problem engages a fundamental principle of linguistic justice. It turns on the "right" of federal employees to language training on Government time and at Government expense. We hear much, perhaps sometimes a little more than the facts warrant, of sullen opposition to bilingualism by English-speaking federal employees. We should hear more about the many other such persons who, loyally and with an open mind, wish to help make Canada's linguistic reform a success. For these people, the PSC's "do-it-yourself" home-study kits and even its expanding network of satellite schools across the country are not enough. For regrettably, many well-disposed federal employees seem to be frustrated by the Government's failure to give them a fair chance to compete professionally through wider access to language training.

To keep this right in perspective, we should recall that for generations, French-speaking Canadians wishing to join "their" country's Public Service had to pay from their own pockets and study outside

office hours to learn the only administrative language used and tolerated—English. And even now, opportunities for unilingual French speakers, notably secretaries, stay incomparably less than those for unilingual English speakers. Nevertheless, a serious reform is underway to equalize such opportunities, and progress toward securing the official right to language training for federal employees can only benefit both language groups.

Particularly hard hit are unilingual secretaries, whether English- or French-speaking, some of whom are effectively blocked at the ST-5 level because the senior bosses they would like to serve often occupy “bilingual” posts. Not only do these employees miss the 7 per cent bilingualism bonus for secretaries; their departments usually do not give them a high priority for the language training which is their only chance to gain it. True, learning a second language well at age 40 or 45 is no easy task, even for the highly motivated. But the Government subsidizes language courses for wives of M.P.’s and for many wives of high civil servants with the worthy aim of helping busy husbands stay pedagogically immersed. The Commissioner, in praise of ever so slightly older women, believes the Government ought similarly to assist its own employees—who may need another language directly to advance their career—wherever there is a will and an imaginative way.

More generally, as many unilingual employees perceive the problem, departmental management redesignates a proportionately small (some 9 per cent in 1971), but for interested individuals, vital, number of posts as henceforth requiring bilingual incumbents. But the same departments in too many cases refuse to grant priority for language training to all likely candidates, French- or English-speaking, for these jobs.

The Commissioner recognizes that the Government operates under budgetary constraints. He also recognizes that the Official Languages Act, however real its potential benefits to the public served, guarantees federal employees no clear statutory right to language training. As some complaints files in Chapter III show, he can help “involuntary unilinguals” obtain language training through informal persuasion of their superiors. But the Commissioner considers that if the Government’s professions of fair play are to match its hopes for rapid, humane linguistic reform, it must reorder its budgetary priorities and plainly (and more specifically than did the December 14, 1972, statement) define the federal employee’s right to language training: wherever the employee is willing to give language training a serious try, and is likely, in the plausible course of his or her career, to put it to good (and preferably early) use.

One can argue that no one can claim a predictable career pattern. One can answer that legitimate ambition, anchored in recognized

talent, deserves all practical encouragement—in pursuit of the Government's own aim of developing human resources through the vast new job mobility sought by Data Stream. The Commissioner invites planners to reprogramme their computers to understand that goodwill is a priceless asset, and that linguistic charity begins at home.

### *G. Translation: The Necessary, But Elegant, Evil*

Right from the start of its work, the Commissioner's Office realized, when formulating recommendations during a special study or even in studying the circumstances surrounding a complaint, that the Translation Bureau played an important role with regard to bilingualism and the Official Languages Act. Consequently it has consulted the Translation Bureau whenever necessary, and these contacts, carried out in an excellent spirit of cooperation, have given rise to useful exchanges of views.

Indeed, the impact of translation on the Commissioner's recommendations is such that, with the kind agreement of the Under-Secretary of State, he sought last summer more complete information from the Superintendent of the Translation Bureau on the nature, workings and orientation of the services under his direction. This did not of course represent a rigorous study carried out under the Act; thus the interviews with the Bureau's staff led to no formal recommendations. At most the Commissioner tried to form a preliminary opinion on the part the Bureau plays in implementing bilingualism within the Public Service.

Several current activities in the Translation Bureau mirror a wish to adapt to a changing situation. Some of these are still at the planning stage; others lend themselves more easily to observation. For example, one notes that the number of translators continues to grow at a faster rate and that this trend is likely to hold for several years more. The Official Languages Act is not unrelated to this fact: whatever one might have thought or even hoped, developing bilingualism does not reduce demand but rather increases it. Moreover, the higher salaries translators earn are helping the profession's standards. This improvement in human resources affects translation itself: thanks to planning which allows a better use of available skills, it would seem that the Bureau might now be able to avoid the often lengthy delays of the past and to finish most of its work within a reasonable time—that is, respecting the deadlines agreed with the client department.

The Bureau is also trying to better the quality of translation. Among the means used, one notes particularly a system of evaluation and promotion by which special committees continuously check the quality of texts done by certain junior translators. Any improvement in the

quantity and quality of translated texts raises some difficulties. The problem is to get quantity without sacrificing quality. In sum, it is to avoid driving translators to Stakhanovism, by exaggerating the need to "do it quickly", without necessarily "doing it well".

Not surprisingly, recruitment is one of the Bureau's constant preoccupations, for it must not only fill jobs left empty by regular staff turnover but also fill the new jobs created to meet the demand for more and better service. Besides the usual means of recruiting (publicity campaigns or advertising of available jobs), the Bureau has set up a very substantial university programme through which it subsidizes the training of students who, after earning a diploma in a Canadian university, will come to fill out the ranks of permanent translators. At present, four universities—those of Montreal and Ottawa, and Laval and Laurentian Universities—are participating in this programme, whose average length is three years. In 1971-72 alone, some 150 students were taking such university courses.

The Translation Bureau obviously hopes to gain much from this initiative, which in fact is being expanded and should supply a significant proportion of future permanent translators. Moreover, the programme not only meets the Federal Government's needs, but, by proving the value of university training in translation, it encourages universities to train on a regular basis translators whose skills may eventually be required by provincial and municipal governments and by private business. Finally, it allows Canadians to enter an interesting career, while at the same time enabling Canada not to rely—as it had to only a few years ago—on other countries to supply the necessary talents.

Permanent translators, however, are not the only source of skills the Bureau can draw on. The Bureau keeps in its files the names of many free-lance translators and interpreters it can call on in emergencies (a pretty well constant situation, as professional translators know only too well . . .). Since the Bureau will always need their services, and since in any case several valid reasons make it impossible to recruit them as regular translators, it would be timely to hasten the process already started to make their contribution, even while remaining an independent one, part of normal planning, completely integrated with the general translation effort. Obvious factors, such as quality, time and cost, will then have to come into play.

Besides the university training programme set up exclusively for new recruits, the Bureau has established several training programmes for its permanent translators. These are self-improvement courses taken outside the Bureau either in Canadian or European universities, full-time or part-time. Given the regular expansion of the Bureau's services, the need to keep up and improve the quality of texts, the usual demand for competent revisers and terminologists, and the necessity within a

more or less short time to guide translators (who are often "generalists") toward specialization, an intensification of training in translation is desirable and desired. Finally, in addition to efforts already underway within the Bureau to give selected translators training in interpretation, it seems important to create in Canada a full-scale school of interpretation. If undertaken in cooperation with universities, such an initiative would offer many advantages, including that of meeting the increasing needs of governments and private enterprise. It seems indeed that plans in this direction are under study at the Universities of Montreal and Ottawa.

In 1955, the Bureau set up a Terminology Centre, which the Bureau expects to become, after a fashion, the "brain" of its translating services. At present the Centre employs a small staff which will soon grow to continue fulfilling the Centre's job of answering requests for information, culling through numerous publications and preparing various specialized vocabularies, as well as that of putting out its bulletin entitled *L'Actualité terminologique*. The Centre's services are now available not only to translators themselves, but to a growingly wide public, notably provincial governments. Many municipalities and private businesses might gain much by taking advantage of the Centre's service.

The Centre's growth is linked, however, to modern technology, more precisely to the computer. For several years already, the Bureau has been trying to work with other interested parties, including the Quebec Government and the University of Montreal, to organize a unified system based on the computer. Such an arrangement would offer great and obvious advantages: precision, uniformity and speed. Unfortunately the difficulty of reconciling apparently diverging outlooks has prevented the plan from reaching the scope desired. Meanwhile, the Bureau is setting up an automatic file-card system which, even if it marks a step forward, does not offer the benefits of electronic methods. Right now the Bureau is studying ways of establishing in a university or elsewhere an electronic retrieval system which, sooner or later, will become the only way to handle the great mass of information being produced. It goes without saying that any effort in this direction will take on its full value only if the elected representatives of Quebec and Ottawa, as well as government and university experts (at Laval and Montreal), agree quickly to pool their resources for the common good.

For in spite of the hopes rested on developing functional bilingualism in federal institutions, translation will remain an important activity in Canada. The Translation Bureau's expansion thus seems inevitable. Likely its staff of some 1,020 employees, its yearly budget of about \$15 million and its annual output of more than 130 million

words will all continue to rise. It is important therefore that the initiative in the translation field stay in this country and that we seek resourcefully to develop computer technology. In particular, we should be planning to link any eventual system to Europe, more especially to the Common Market, which might draw a certain profit from Canada's experience. Plainly, the European Economic Community will more and more have to solve translating problems, involving English and French, in many ways similar to ours. (The International Symposium on Terminology, organized at the beginning of October 1972 by the Quebec Office de la langue française, represents a happy step toward this goal.) Canada must therefore settle as quickly as possible its terminological "domestic problems" to offer Europe (and indeed Africa and various international agencies) a valid cooperation. Then, and together with language experts from other countries, it would be normal to create a computerized "word bank" on a world scale, constantly on top of the latest progress. Such a bank would help English-speaking and French-speaking peoples of the whole world to communicate with each other in two healthy and dynamic languages, having nothing in common with "Frenglish" or some bastardized "Atlantic" jargon.

The situation described above illustrates the need for rigorous planning in the Translation Bureau. Many changing factors are constantly affecting its activities, so that certain essential data must be kept up to date and carefully analyzed as to their impact on the Bureau's administration. For example, one thinks how important it is to know how demand increases as a result of administrative and indeed political factors, or even, paradoxically, in the wake of developing bilingualism within the Public Service. Careful evaluation of available sources of various specialized talents also requires some thought, taking into account a demand which is unstable or hard to foresee, training problems, factors such as the quality and quantity of texts to put out, staff turnover, the need to develop publicity which is both well-coordinated and focused on clearly defined aims. These few examples may hint at the complexity of the task ahead and the urgency of planning with constant and special care. No doubt translation does not constitute a long-term remedy and represents even less an ideal solution for the use of official languages within the Public Service; in fact, in some ways, it harms the speedy extension in use of the two languages by public servants. Nevertheless, while awaiting lasting solutions, the Bureau must be ready to take on the heavy burden which, at least for now, circumstances lay upon it.

The Bureau's organization and structure continue to hold its directors' attention. As early as 1969, in Book III of its report (*The Work World*), the B. and B. Commission looked at the question,

making comments and recommendations affecting, for example, the expansion of translating services. The Bureau has already taken account of these suggestions by making several reforms. However, certain matters the Commission raised still seem on the agenda, waiting for the Department of the Secretary of State to take final decisions on them. The Bureau's restructuring is doubtless the most important problem the Commission brought up: it concerns regrouping translating services by technical specialties, rather than keeping a translation service in each department for its needs alone. Even if departments appear happy with the present system, a substantial reform seems in order if one considers the high volume of words to be translated, as well as the growth and difficulties of areas of specialization. Furthermore, technical progress in communication (Telex, teleprinter, facsimile, etc.) put the present communications system partly out of date and tend to back the idea of a more flexible structure. Already, it seems, the Bureau has taken certain steps to fill in the gaps of the current organization, especially in setting up an "overload" service and in making possible a certain shifting of work among different translating units.

Obviously, solutions other than those of the B. and B. Commission are equally possible. Some solve only part of the problem, others are more fundamental: for example, a broader autonomy for the Translation Bureau, or offering translating services on a cost-recovery basis, or even the complete integration of translating services within the structure and management of each federal institution, with the Bureau keeping only certain essential activities. A study should be able to show which of these solutions, or which particular arrangement of these different solutions, seems to offer the best chances for improvement. Finally, if such a reform took place, it would again point up the difficult problem of independence, in translation matters, granted certain federal institutions by their respective Acts. Any final restructuring ought to take into account the present arrangement's disadvantages.

Lastly, certain relationships between translation and the progress of bilingualism in the Public Service deserve special mention. One has to note at the outset that no one has yet defined "the function of translation . . . as part of a systematic language policy", as the B. and B. Commission suggested. In truth, even if the Bureau has felt the effect of the bilingualism policy, it has never actively participated in the movement toward reform. Above all, its contacts with the new Bilingualism Division of the Treasury Board and with the Language Bureau of the Public Service Commission have been neither numerous nor significant. It would be desirable and even urgent to work out a formula of participation, such as expressly charging one of the Bureau's top managers with this responsibility. This participation would give

the Bureau the opportunity of playing a more active and vigorous role in implementing the Official Languages Act.

The preceding suggestions, which sometimes echo opinions heard in the Translation Bureau itself, must not eclipse the immense job the Bureau is accomplishing or its contribution to spreading our official languages in the Public Service. The Commissioner recognizes the value of the work carried out by the Bureau which, long before the existence of a policy or an Act on official languages, was pioneering in bilingualism. It remains to be seen how the Bureau will face up to its growing pains, and how, after the indispensable review of its role and methods, it will pick up the challenge of achieving its dynamic integration with the overall development of Canada's official languages.

#### *H. Growing Better Roots: Let the Kids Do It*

For all the hard work, imagination, dollars and political debate committed to language reform in the federal sphere, no one should hold illusions about the ability of Ottawa to fulfil Canada's linguistic promise alone. If many Canadians still think of our two languages as a "problem" rather than the challengingly rich heritage they are, the fault lies much in our country's education systems, an exclusive domain of the provinces. History must hold to account the provincial governments of Canada's first century who allowed this thoughtless degradation of our rare gift of tongues. No other major country can claim the good fortune of receiving from its founders English and French—without affront to the dignity of any other tongues, still probably the two most useful, globe-circling languages in existence. Not to develop in most of our people at least an elementary ability to dialogue with each other seems a scarcely credible denial of common sense and of our own civilization.

Even acknowledging recent progress in some schools in several parts of our federation, one has to admit that the teaching of second official languages in Canada remains a countrywide catastrophe. Even while building the federal administrative settings to give our two languages their statutory equal status, we must cultivate urgently the roots of intercultural understanding by teaching our "other" official tongues as living Canadian languages instead of dead, "foreign" subjects. This the Commissioner believes is crucial to students' motivation and to lucid communication among Canadians, without reference or prejudice to Canada's constitutional evolution. Whatever legal structures our people allow statesmen and lawyers to invent, the need for intelligent and intelligible relations between English speakers and French speakers living (and presumably staying) on the northern half of North America will remain.

The Official Languages Act imposes no obligation on private citizens to learn a second language. Well-perceived self-interest ought to. And this perception, this simple encouragement of the young through good teaching and positive rationales for learning a second language, should get backing from all enlightened Canadians, regardless of "jurisdiction", age or profession. At least two Canada-wide projects are underway to spread or improve teaching of our second official languages. Both need support from public and opinion-makers.

The first came from the Department of the Secretary of State. Between 1970 and 1972 (within a four-year budget of \$300 million till 1974) it has given \$112,873,765 in federal funds to provinces specifically for teaching English and French as second languages, as well as for general-subject teaching in schools for each province's official-language minority—in both cases at elementary and secondary levels, and now too in universities. This programme, based on a complex federal-provincial formula, should, after its initial shakedown period, provide useful additional help to the provinces' own efforts. From the start in 1970, ministers agreed that the programme would be evaluated after some 18 months. This process has been continuing for several months. Since the Commissioner, as well as the Federal Government, has received a number of complaints from citizens in several provinces alleging misuse of these funds for purposes other than language teaching, or even education, he is awaiting this evaluation committee's report with great interest. Should any of these allegations prove founded, one hopes that all governments concerned will recall the programme's original purpose and that leaders of all jurisdictions, as well as the local press and parents, will remind education authorities to spend "language" money on languages.

The second project, which the Commissioner advanced last year to the interprovincial Council of Ministers of Education, continues to move slowly through a maze of federal-provincial—and even professional—complications. The Commissioner proposed an interprovincial linguistic volunteer corps offering eventually tens of thousands of English-speaking and French-speaking university and junior college students or recent graduates a chance to serve as "native-speaking" teachers' auxiliaries in elementary and secondary schools of another province. In exchange for perhaps six hours a week assisting local (but rarely "native-speaking") second-language teachers for conversation and accent training, the volunteers would receive roughly \$3,500 a school year to cover living costs and tuition at a local university or college, or perhaps for private study. The idea—long proven in Europe—would add a realism and vitality to second-language learning that few non-native-speaking teachers can achieve. Talking, arguing, agreeing and disagreeing between French- and English-speaking students could

offer an incalculable pay-off both in terms of greater fluency and in the equally important area of understanding. Even those Canadians who serenely savour their theories of "hereditary enemies" must concur that advancing their cause too demands a better knowledge of the "adversary" . . .

After presenting this idea to several Ministers of Education in person and to all by letter, the Commissioner followed it up with the Secretariat of the Council of Ministers. The ministers approved the plan in principle in June 1972, and shortly after, the Secretary of State confirmed that the Federal Government might look kindly on helping with the relatively modest finances needed for a pilot programme of some 200 volunteers. Meanwhile, at least two provinces cited possible problems with teachers' associations which they feared might view the volunteers as threatening jobs at a time of low demand for professional teachers. The Commissioner hopes that association leaders will see the scheme on its own merits and note that it in no way suggests replacing present professional teachers; it would merely tend to relieve them of certain tasks of language instruction they have traditionally found themselves less suited to—thus allowing them to concentrate on the creative talents and methods professionals alone can carry: subtle explanations of grammar and university-backed literary analysis.

The Commissioner's "constructive meddling" in education can really not go much further in pressing this project. He does not mind receiving the "slings and arrows" of outraged language teachers, or even of provincial ministers. But he is conscious of endangering whatever success the project might meet by verbal overkill, by needlessly destroying the idea's credibility and the authorities' indispensable open-mindedness through tiresome preachings or philippics. He merely invites these authorities, and indeed local school boards, parents and the press, to weigh the idea on its human and pedagogical values, and do something about it.

Again the Commissioner states his belief that no bureaucratic panaceas from Ottawa can fully or forever meet Canada's linguistic challenge: that of making real the equal dignity of our two main language communities. The notion of two neighbourly societies which respect each other must germinate in the minds of today's children and teenagers. There, through perhaps the above and many other means massively engaging our youth in spontaneous exchanges of ideas, lies the only hope of ending the sapping distortions of culture which have deprived so many Canadians of their heritage. Whatever one's political or even constitutional options, such honest, and no doubt painful, dialogues echo not some outlived idealism; for a civilized people, they represent the most simple and sensible realism.

## Chapter II

### SPECIAL STUDIES : PREVENTIVE MEDICINE

During the first fiscal year, the administrative tasks of mounting and manning the Special Studies Service consumed a great deal of our time and energies. We were able, as the first annual report said, to start launching studies only late in the fiscal year.

In the second year, therefore, we devoted some concern to completing studies already underway. But we spent much more time working out realistic policies and methods, and putting these to the test of a substantial and varied programme of advice to some 35 high-priority departments and agencies. The first year pioneered on a modest scale a concept of consultative, reform-oriented linguistic “auditing”; the second year, with more noticeable results, aimed to consolidate and refine the techniques of rapid, humane and practical change the Commissioner wished to develop from the duty of “initiative” opened to him by Section 25 of the Official Languages Act.

#### *A. Doing it Better*

In this reporting year, the criteria which influenced our choice of institutions for review remained essentially the same as set out last year:

1. the extent of the organization's contact with the public;
2. the extent of the institution's service to the travelling public—a criterion suggested by Section 10 of the Act;
3. the geographical distribution of the institution's offices, with particular interest in the National Capital Region (Section 9);
4. the organization's symbolic significance;

5. the strategic importance of the organization's activities, i.e. whether or not the institution exercises pervasive influence in key policy areas;
6. the number and implications of the complaints received at our office.

However, a constant preoccupation with achieving maximum impact in a minimum of time led us to a crucial shift of emphasis: from the "periphery" to the "core," from an empirical linguistic "audit" of selected field situations to a greater stress on reviews of headquarters policy, current practices and plans.

As we gathered more experience it became clear that it would take many years and a much larger staff before we could check, using predominantly our initial "field" method, the extent to which the 150-odd federal institutions were fulfilling through a myriad of regional, district and local offices, the letter as well as the spirit and intent of the Official Languages Act—and that would merely be the first round in the process of "continuing audit" which, as the first report said, is the hallmark of Special Studies. To reduce such a massive task to manageable proportions and at the same time extend to the utmost the sweep of our action within a reasonable time and budget, we have had to go to the decision centres where our federal institutions formulate their bilingualism policies: headquarters. This does not mean that we have limited our studies to Ottawa or other headquarters locations in Canada. Our "policy audits" have not neglected field offices throughout the country when these offices serve an essential purpose in ensuring compliance with the Act.

Indeed, the "fit" between what headquarters intends and directs and what is actually executed in the field is often the essence of a study. But it is by reviewing matters with headquarters management staff that our officers can normally get in very short order a fairly full picture of what is going on throughout a given organization's country-wide operations. It is at headquarters too that the Commissioner and his colleagues, through frank consultation and the formulation of realistic recommendations, can make Parliament's wish for linguistic justice felt and most fruitfully and quickly accepted.

The acid test for fulfilment of the Commissioner's mandate is the effect his recommendations have on federal institutions. If departmental promises of action are not followed by specific, concrete administrative action, the public, especially those members of it who have understandably grown skeptical about the whole matter of linguistic reform, could rightly conclude that his actions produce little effect.

For this reason—which engages the credibility and authority of Parliament itself—we have devoted a growing amount of our time to "follow-through". The Act requires departments to tell the Commis-

sioner what action they propose to correct the sins of commission or omission his investigations might have revealed, and according to what time-table. However, we have been facilitating the follow-through tasks of departments and agencies by setting target dates, where feasible, when formulating recommendations, and by jogging the memories of departmental officials about these recommendations soon after the dates have expired. Where no dates have been set, institutions are contacted periodically for status reports on the progress of implementation.

We conceive follow-through activity to have two basic elements:

- a) consultation between our staff and departmental officials about the administrative implications of the Commissioner's recommendations; and
- b) follow-up work by our staff to find out what institutions have actually done about those recommendations.

These two types of sequel to an initial investigation (or special study) are, in our judgment, important features in the Commissioner's exercising his responsibilities as Parliament's custodian of the Act. As a result, we have been devoting more and more of our time and resources to them.

Our experience to date suggests that transmitting a report with recommendations to a department is but the first phase of these investigations, that are normally launched on the Commissioner's own initiative. The second is the consultation or discussion stage, and the very important follow-up work constitutes the third.

Like the first phase, the other two require of the staff the same qualities of mind and administrative orientation mentioned in the first annual report. Our staff must be highly analytical yet "diplomatic" in their approach to departments; they must possess flexibility, imagination, persuasiveness and a sense of administrative realism.

In future a good deal of the work of the Special Studies Service and the Commissioner's Office will generally be devoted to follow-through. The verification of the actual impact of our recommendations, both at headquarters and in selected field areas, is essential to ensure that the Office, Parliament and the public do not interpret the mere accumulation of reports as evidence that concrete progress is made.

### *B. Consultative Reform: Some Practicalities*

In concentrating on the central core of the decision-making apparatus in various departments we have been trying to get as keen an insight as possible, within a relatively short period, into the administrative complexities which condition departmental attitudes and action.

This does not mean that we have been tempted to see ourselves as management consultants. In general, we make recommendations re-

garding specific administrative modalities only by way of suggesting how departments might better meet the letter, as well as the spirit and intent, of the Official Languages Act. When, however, federal institutions request us to provide even more assistance than originally foreseen, as three did during 1971-72, our recommendations become more complex, detailed and numerous.

The main result of this focus on ways of planning for and providing services in both official languages is that we have had a chance to examine departmental approaches and our reactions to certain recurrent ways of doing things.

During the fiscal year under review, we became increasingly concerned in our studies with the matter of personnel required to provide bilingual services and with the facilities such staff should have at their disposal. We ventured into, among others, the fields of:

1. personnel administration,
2. language training,
3. translation,
4. advertising and information,
5. contracts, concessionnaires and the travelling public.

The Office's preoccupation with these aspects of the implementation process led it to develop new approaches to them and to observe closely the postures which various institutions were adopting. We give below some comments on these points.

## *1. Personnel*

### *a) Job Security*

One salient feature of our approach to the question of bilingual personnel is the Office's stand, asserted by the Commissioner from the very beginning, that no recommendation he makes ought to be taken by an institution as placing the job security of an employee in jeopardy. We consider this a very important aspect of the implementation of the Official Languages Act, reflecting the humanism of which we spoke in the first annual report. In our view, the psychological costs of putting the Act into effect should not include the worry and feeling of insecurity that could result from a real or perceived threat of thwarted careers.

### *b) Recruitment, Mobility, "Turn-over" and Deployment of Personnel*

The concern for job security, and the realization of the importance of other factors such as the mobility of personnel within and across de-

partments and throughout the country, have led us to exhort departments to consider aligning recruitment and deployment of staff more imaginatively with the requirements of the Official Languages Act.

*c) The Constraints of Collective Agreements*

In considering the problem of deploying personnel, the Office has been aware of, and very sympathetic to, the rights and privileges of staff who are bound by collective agreements between workers and management. That is why, in our reports and the recommendations which flow from the findings they contain, we pay scrupulous attention to the fruits of collective bargaining.

In looking at the logistics of providing bilingual services, we have always given due weight to the real constraints placed on both management and staff by these agreements. On occasion we have invited union representatives to at least reflect on the extent to which some privileges, such as "bumping" and seniority, place restrictions on the full application of the Official Languages Act.

Our studies of Air Canada, the Canadian National and the Department of National Revenue (Customs and Excise) in particular have impressed upon us the crucial role unions can play in influencing the implementation of the Official Languages Act.

*d) Local Hiring*

It is a normal reality of Canadian life that many positions in regional and other local offices of federal institutions are filled through recruiting in the immediate locality. Whether or not these positions are, at a given point in time, being filled by casual, seasonal or permanent full-time employees, the convention of encouraging recruitment in the local area is important. Therefore, we have been conscious of this practice and its ramifications in making recommendations, notably regarding bilingualism in the National Parks and Historic Sites Branch of the Department of Indian Affairs and Northern Development.

*e) Making the Most of Scarce Resources*

Given a relatively short supply of available bilingual personnel, we have found it useful to suggest to some agencies that they concentrate their second-language capability in some sectors and let bilingual services "radiate" from these. This suggestion is based on our clear aim to advocate institutional, as distinct from individual, bilingualism. In most instances, departments cannot and are not required to provide bilingual services equally throughout a given branch across the country. It is therefore to their advantage to concentrate the bilingual personnel they have in strategic public-contact positions.

## 2. *Language Training*

This type of administrative necessity has also prompted recommendations urging greater resort to the now well-established device of language training. Our suggestions on this means of increasing bilingual capability have been aimed at helping personnel acquire the amount and type of mastery (including vocabulary) required in the second language for the specific jobs to be done. In other words, our answer to the question of the requisite level of bilingualism for a given position has been the level of receptive ability and active, specialized command actually required for the job.

In many instances the language training recommended is, as in the case of some telephone operators, nothing more than a drilling in a few polite ways of transferring calls to an employee who can deal with the caller in the official language in which the receptionist, or other employee who first replies, is unable to provide service to the public.

Other situations, of course, require a higher level of training. But the essential point we have tried to convey to institutions is that language training constitutes an important way in which they can equip certain staff, indeed, entire agencies, with adequate capability in the other official language in which they must serve the public.<sup>1</sup>

## 3. *Translation*

Our special studies, as well as discussions held with officials of the Translation Bureau early in the current fiscal year (1972-73)<sup>2</sup> indicate that for the foreseeable future translation will continue to be an indispensable part of the administrative "infrastructure" required to help Canadian federal institutions provide services to the public. This is particularly true of large-scale public information programmes.

Consequently we have made, usually in consultation with the Translation Bureau of the Department of the Secretary of State, a number of recommendations for increased professional use of translation. Apart from the obvious benefits derived from greater availability in both languages of publications, advertisements, forms and other material, an important gain is the guarantee that the equality of status of the English and French languages will be reflected in the **quality** of the language used. Put more directly, it is not good enough to have poor-quality renditions in the second official language of what was written or said in English or French. One cannot plead the excuses of time and administrative convenience for providing French-speaking or Eng-

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<sup>1</sup> See Chapter I for a more detailed review of language training.

<sup>2</sup> A summary of our discussions with Translation Bureau officials appears in Chapter I.

lish-speaking members of the public or public servants with material that “murders” their respective languages.

Though highlighting the cardinal importance of translation as part of the necessary infrastructure for the judicious yet swift implementation of the Official Languages Act, we continue to endorse the efforts being made to increase the use of both official languages inside federal institutions without resort to translation where possible.

#### *4. Advertising and Information*

The symbolic and practical impact of the visual aspects of bilingualism is obvious. A kindred aspect which deserves special mention is that of advertising and information. In our judgment, these elements of service to the public are of such crucial importance that they should be seen in the light not only of the letter, but also of the spirit and intent, of the Act. In other words, if an agency such as Air Canada which serves the travelling public were to limit its information policy to the requirements of Section 7 of the Act, it could run a serious risk of not reaching important segments of its public in one of the official languages: Section 10 on the travelling public prescribes duties extending everywhere, not just to “bilingual districts.” Even in the case of institutions not serving the travelling public there is often an obligation to extend the provision of bilingual information services beyond the confines of article 7. Section 9(2) demands bilingual services wherever there exists a “significant demand”, and whenever it is administratively feasible to offer services, again without regard to eventual bilingual districts.

Some institutions are inclined to draw a line between material that solely conveys information to the public, and promotional information that is designed to motivate members of the public to take action of some kind—and then to conclude that the latter does not fall within the requirements of the Act. In our reports and recommendations, we have had to remind institutions entertaining this approach that the Act provides for no such distinction or reservation.

In a few instances, as in the cases of Air Canada and the Farm Credit Corporation, we have recommended that agencies give, as much as possible, equal opportunity for members of both official-language groups to have access to information on the availability of jobs and services. This has meant, for example, that we have suggested to these and many other agencies the use of French-language weeklies where there are no French-language dailies and, therefore, no outlets parallel to the existing English-language dailies.

## 5. *Contracts, Concessionaires and the Travelling Public*

Our experience with a few departments and agencies suggests that there might be three categories of concessionaires who are obliged under Section 10 of the Act to provide or make available in both official languages services which they are supplying to the public under contract with a federal institution:

- a) concessionaires who are in fact federal agencies renting space,
- b) large private concessionaires,
- c) small family businesses.

Concessionaires in the first category, being themselves federal agencies, fall automatically under the basic obligations of Section 10. Large private concessionaires are generally in a position to organize themselves to meet the obligations of the Act. Small businesses, however, because of their very size, are sometimes in such a vulnerable position that they could be forced out of business if the exigencies of a bilingual programme were allowed to impose sudden financial burdens. One way of avoiding that eventuality is for the contracting federal institutions to help the small concessionaire through offering free, brief and highly specialized language courses designed by the institution's bilingualism coordinator. The institution could also design and provide bilingual signs.

It goes without saying that where long-term contracts are not due for early renewal, concerned departments should use constructive and firm persuasion to influence concessionaires to build bilingual capability into their operations. Naturally, as a matter of systematic policy, contracting federal agencies must obey the Act by insisting on bilingual service clauses in all future contracts with concessionaires dealing with the travelling public, again assisting concessionaires, whenever human factors arise, with legitimate technical and financial problems.

In the course of the fiscal year here reviewed, we have had the occasion to discuss with certain departmental officials the implications of the Official Languages Act for companies providing services to the public pursuant to contracts let by federal institutions, notably the Ministry of Transport and the National Parks and Historic Sites Branch of the Department of Indian Affairs and Northern Development. There seemed to be some confusion about the application of the Act to these companies. The argument was advanced, for example, that a distinction would have to be made between companies which provide services that a department would itself normally be expected to furnish, and other businesses, e.g. book stores, which just happen to be, say, at airports. In

our view, these are false distinctions. If a company providing service to the public is located within an airport or a national park, it is clearly there with the consent of the department or agency concerned and has to bear the burden imposed upon it by Section 10(1) of the Act. We have also been presented with the opinion that, there being a difference between a contract for the provision of services and a lease, Section 10 only applies to contracts. We do not entertain this distinction either. Whether the case is one of a contract for services or one of a lease under which the lessee himself offers the available services to the public, in both cases one of the parties is a federal institution which consents to the provision of services and the conditions under which they are offered. The difference in designation of the documents or transactions involved is, therefore, from the point of view of the Act, irrelevant.

### *C. Learning on the Job*

The Special Studies Service, faced with the great number of existing federal institutions, has tried to select key agencies that engage many different publics and sections of the Act. Through this diversity of agencies, we are able to gain insight into a wide range of concrete problems which a federal institution has to meet when it contemplates, let alone implements, bilingualism.

These studies have covered the gamut of services from telephone answering through credit appraisals to the representation of Canadian interests abroad. The studies have enabled us to gain an appreciation of how a number of federal institutions function, in trying to fulfill the Official Languages Act, in all ten provinces of Canada and fourteen countries abroad. This broad coverage of territory follows, of course, from the wide territorial sweep of Section 10 and the agencies which are governed by its provisions.

This section of the Act has received considerable emphasis in our recommendations. So too has Section 9, which indicates the basic obligations imposed upon departments to provide bilingual services in designated areas.

Our general impression is that the institutions with which we have dealt have gained a surer working knowledge of this important piece of legislation while we have been examining with them the innumerable administrative ramifications of implementing it. In fact, the Commissioner and his colleagues, themselves learning much in exploring the vast frontiers of the Act, have discovered that their activity has triggered an unexpected, but highly beneficial, kind of "fall-out" for

agencies studied which may prove the most valuable contribution of Special Studies: a detailed and resolutely practical education in the Act's human, managerial and budgetary implications. As emphasized in Chapter I, the Act is still not well understood even at many high executive levels of government; in local and field situations, its concrete meaning and demands too often remain, not surprisingly, a mystery. In order to expand and refine the joint educational experience of Special Studies in consultation with a carefully chosen series of pace-setting institutions, the Commissioner hopes that federal agencies will continue to welcome the initiatives of the Special Studies Service, and indeed, if desirable, to invite its cooperative assistance.

#### *D. Work Done During the Fiscal Year 1971-72*

In this section of the chapter, we review in more detail the work carried out by the Special Studies Service during the fiscal year 1971-72. This is done in three stages: follow-through on studies completed in 1970-71, studies carried over from last year, and those launched during the second reporting year. Table 1 provides a readily accessible overview of all special studies undertaken by the Service during this Office's first two years of operation.

TABLE 1. Federal Agencies Studied by the Office of the Commissioner of Official Languages

Study	Launched	Completed
Ministers' Offices (telephone answering)	21/ 9/70	1970-71
Air Canada—Ottawa	9/10/70	1970-71
Ministry of Transport—Ottawa	13/10/70	1970-71
Ministry of Transport—Toronto	18/12/70	1970-71
National Museums of Canada	4/ 2/71	1970-71
National Capital Commission	5/ 2/71	1970-71
Royal Canadian Mounted Police	9/ 2/71	1971-72
Dominion Bureau of Statistics	17/ 2/71	1971-72
Department of National Defence— Uplands	18/ 2/71	1971-72
Department of Public Works—Ottawa	8/ 3/71	1971-72
Department of Manpower and Immigra- tion—Montreal	15/ 3/71	1971-72

New Studies 1971-72	Launched	Completed
Department of Public Works—Winnipeg	22/ 4/71	1971-72
Department of Manpower and Immigration—Winnipeg	22/ 4/71	1971-72
Department of Manpower and Immigration—Ottawa—Hull	2/ 5/71	1971-72
Eldorado Nuclear Limited	27/ 4/71	1971-72
Central Mortgage and Housing Corporation	27/ 4/71	1971-72
Atomic Energy of Canada Limited	27/ 4/71	1971-72
Department of Communications	27/ 4/71	1971-72
National Research Council	27/ 4/71	1971-72
Department of Agriculture	27/ 4/71	1971-72
Canadian Broadcasting Corporation	27/ 4/71	1971-72
Department of Energy, Mines and Resources	27/ 4/71	1971-72
Department of External Affairs..	12/ 5/71	
Department of Industry, Trade & Commerce	12/ 5/71	1971-72
Department of Manpower and Immigration	12/ 5/71	1971-72
Central Mortgage and Housing Corporation—Ottawa—Hull	26/ 5/71	1971-72
Department of Indian Affairs and Northern Development	10/ 6/71	1971-72
Air Canada—London—Paris	9/ 8/71	1971-72
Farm Credit Corporation	21/ 9/71	1971-72
Department of National Revenue (Customs and Excise)	17/12/71	
Air Canada—Headquarters	19/12/71	1971-72
Atmospheric Environment Service	12/ 1/72	1971-72
Canadian National	30/ 3/72	

Summaries of all the various studies on which we have worked during this reporting year appear below; they describe our Office's action and findings and list the specific recommendations made, except where these were already set out in last year's report.

The recommendations, it will be seen, are in some instances few in number, in others numerous. The difference is not a measure of the size of the organization examined or, necessarily, of the extent of non-compliance with the Act. It more closely reflects, in fact, the number of facets of bilingualism on which this Office focused its attention in the specific case. Some earlier studies, for example, bearing exclusively on external signs, led to relatively few recommendations. The number of recommendations made similarly reflects the degree and depth of this Office's preoccupation, through necessity or upon invitation, with the organizational features and administrative and technical processes of a given institution.

There is, too, a common thread of subject matter running through the recommendations. That thread has a certain necessary consistency about it since all of the studies to date have concentrated on whether, and in what measure, the institution serves its public in the official language of the public's choice. There is, moreover, a limit to the number of ways in which any federal institution can serve its public. These can be grouped broadly under visual and human (person-to-person) contacts. The institution's own performance is usually examined first, with that of its concessionaires, if any, handled as a separate item. Within that order, treatment of the visual aspects usually precedes that of the more delicate and complicated subject of finding, mustering and deploying personnel with the necessary linguistic ability so as to achieve the service prescribed by the Act.

Visual aspects generally embrace such matters as signs, forms used with the public, publications, insertions in the mass communications media, contracts and specifications, as well as lesser elements of these that, however humble, have their part to play in providing the service required and in imparting to the viewing public the image of a federal institution willing and able to extend that service. The availability, rapidity and quality of translation facilities also figure importantly among the considerations.

While the personnel aspect appears to break down neatly and conveniently along three main lines, i.e., recruiting, language training and deployment, problems in this sector are the most difficult with which to come to grips and are rarely amenable to short-term solutions. Principles embodied in collective agreements and the institution's position in the employment mosaic of supply and demand within a community frequently set bounds to how far one may seek answers through staff mobility and hiring. Language training, not always the cure-all one might like it to be, is yet a basic element in the search for solutions and, on occasion, the only recourse.

Finally, the reader should not take the recommendations as chiselled-in-stone, all-inclusive statements of the Commissioner's position on the subjects they cover. Rather they point up not what has been done but what remains to be done to comply with the letter, spirit and intent of the Act and, where necessary or helpful, how that might be done.

### *1. Studies Completed in 1970-71*

It is through repeated contact with agencies and institutions concerning the status of the Commissioner's recommendations that this Office monitors the implementation of reform. The institutions discussed under the present heading were the subject of study in the fiscal year 1970-71. Our first annual report described these studies, and in some

cases, gave evidence of action taken before the end of the fiscal year 1970-71. Below we report on follow-up contacts sustained with four institutions during 1971-72.

a) *Air Canada—Ottawa*

A summary of the study conducted in 1970-71 of bilingual services offered to the public and the bilingual image projected by Air Canada premises in the National Capital Region appeared in the first annual report. As a result of a subsequent follow-up inquiry, Air Canada reported it had taken the following action on the Commissioner's recommendations by February 1, 1972:

1) All airport and gate signs were rendered bilingual. A new, completely bilingual departure and arrival board was installed at the airport.

2) Any signs in city ticket offices (then on Sparks St., and at the Château Laurier), advertising, displays and brochures were bilingual.

3) Any flight announcements are now made from gate areas. All gate agents are bilingual with odd exceptions on late midnight shifts. Announcements for flights to Montreal or Quebec City are usually made in French first.

4) Since the special language training course for public-contact employees was devised (120 hours of classroom instruction on company time), 30 public-contact employees, five first-line supervisors and two clerical employees have taken it. There remain 29 public-contact employees, sixteen of whom are at the airport, who will be given the course in 1972-73. In addition, evening classes are offered free of charge to all public-contact employees who have completed the 120 hours of instruction in order to achieve a commercial level of fluency in both official languages.

b) *Ministry of Transport—Ottawa and Toronto International Airports*

Two of the first studies undertaken by this Office during 1970-71 examined the services offered the travelling public by the Ministry of Transport at the Ottawa and Toronto International Airports. The studies focused on services directly provided by the Ministry, as well as those assured by lessees or contractees operating on MOT premises.

1) *Ottawa*

During the past fiscal year the Ministry took belated but systematic action to correct nearly all deficiencies noted at Ottawa International Airport with respect to internal and external signs. The department's attempt to increase bilingual capacity among concessionaires by making functionally specific language training available, at no cost to the concessionaires, did not come to fruition: concessionaires replied that their staffs did not need such training, or that it was impossible to accept the offer for administrative reasons. This Office subsequently

encouraged the department to make concessionaires aware of their obligations under Section 10 of the Official Languages Act, and to devise means to ensure that concessionaires comply with it. The Commissioner reminded the Ministry that it has by law the prime responsibility to make sure that a "bilingual service clause" is included in airport contracts and honoured. He does not accept as valid all the administrative difficulties cited by the department; these must be overcome to prevent "tokenism" at the geographic centre of bilingual reform. At year's end, the Ministry had still accomplished no reform in signs at the booth offering postal, foreign exchange and passenger insurance services.

## 2) *Toronto*

During this past fiscal year members of the Commissioner's staff and MOT personnel had several follow-up contacts concerning recommendations made for the Toronto International Airport. As of March 31, 1972, the Ministry had failed to meet the Commissioner's target date for making all internal and external signs bilingual: September 1, 1971. Indeed, at the time of this writing, one and a half years since the department received the Office's report and recommendations, the Ministry continues to offer promises to the Commissioner instead of signs to travellers. The department has cited administrative, technical and budgetary reasons for the long delay. While the Commissioner recognizes the validity of some of these delaying factors, he considers the long delay unacceptable—particularly since the department, like other federal institutions dealing with the travelling public, has been subject to the stringent provisions of Section 10 of the Official Languages Act since September, 1969.

Before the end of the fiscal year under review, officials of the department assured this Office that steps were being taken, including the hiring of multilingual personnel, to ensure that public address announcements of a general nature made by MOT personnel at Toronto Airport would be in both official languages. A well-documented complaint to this Office, a month later, clearly showed that the problem had not been solved.

As was the case at the Ottawa airport, very little progress was made in inducing concessionaires to offer bilingual services to the travelling public. The department stated that, since most of the current contracts enabling concessionaires to provide service at the Toronto airport expire only in 1974, it has no legal authority to insist upon the provision of bilingual services until the terms of these contracts are due to be renegotiated. MOT officials assured the Commissioner that all future leases will include a bilingual service clause, "should this be

considered desirable in the public interest". In the Commissioner's view the "public interest" in this matter is expressed in the Official Languages Act, which does not leave it to the departments of Government to decide when the law is to be applied.

The above reservation relating to future leases led to discussions between the Commissioner's Office and the Ministry concerning "significant demand" for service across the country. The department must adopt a clear policy on this question, since its responsibilities to the travelling public extend across 88 airports in Canada. Moreover, the Commissioner's report on the Toronto International Airport specifically invited the department to apply the principles underlying his recommendations to the seven other international airports in Canada. To the Commissioner's knowledge, MOT has taken no concrete action at these airports.

*c) National Museums*

As indicated in the first annual report, the Service completed a special study on the National Museums of Canada during the fiscal year 1970-71.

Follow-up work revealed that recommendations dealing with guide service, public lectures and publicly-posted signs in the Museums' libraries had been implemented. The National Museum of Science and Technology still faced difficulty implementing recommendations concerning signs and display descriptions. This Office's review of the situation led to the expectation that corrective action would soon be taken.

The National Museums informed this Office that they were attempting to implement the recommendation concerning the translation of scientific works, but that they were hampered by budgetary considerations. Museum officials had consulted with the Translation Bureau about a recommendation concerning the creation of a special translating unit within the components of the Corporation. For the time being the National Museums continue to avail themselves of translation services provided by the Translation Bureau. However, these were improved to meet the specific needs of the Museums.

*d) National Capital Commission—Exterior Signs—National Capital Region*

The National Capital Commission acted promptly on the recommendations the Service made following a study of the exterior signs under its jurisdiction. Indeed, the agency implemented two of the recommendations earlier than the target date set forth in our report.

On August 6, 1971, the agency reported the addition of the following clause to the "Special Conditions" of all NCC contracts: "All exterior signs erected by the contractor will be bilingual and subject to NCC approval".

Finally, before the end of the period under review, the NCC informed us that all outside signs in need of change had been amended and that a new internal control procedure had been developed for recording the texts of signs.

## 2. *Studies Carried Over From Last Year*

As we said at the beginning of this chapter, the Service pressed on with the unfinished business of the previous fiscal year. This meant completing five studies. Summaries of our reasons for selecting these studies and methods of research appeared in the first annual report. The summaries given below concentrate on the findings and recommendations and some follow-up action related to three studies started last year. Two others, concerning the Department of Manpower and Immigration in Montreal, and the Department of Public Works in Ottawa, are reported under *New Studies Launched in 1971-72*, since they constitute units of related studies undertaken in 1971-72.

### *a) Royal Canadian Mounted Police—Headquarters, "N" and "A" Divisions*

This study, begun towards the end of the 1970-71 fiscal year and completed early in the next, received only brief reference in our first annual report. The resulting findings and recommendations went forward to the Commissioner of the RCMP on May 14, 1971. The Office chose to study this institution because of its highly visible presence and wide contact with the Canadian public all across Canada.

The study was divided into two parts: RCMP headquarters, and "N" Division; and "A" Division. Both the general Force headquarters and the headquarters of "N" and "A" Divisions are located in Ottawa or its environs. Between February 17, 1971 and March 31, 1971, the study team contacted some 25 individuals in headquarters and "N" Division and another 20 in "A" Division.

The study entailed an audit of headquarters policies in regard to bilingualism as well as a survey of the provision of services in both official languages to the general and travelling public. The Office aimed at assisting the Force to achieve the institutional bilingualism and level of service in the two official languages required by the Official Languages Act as well as to project a bilingual image across Canada. Our team directed its attention to: the earliest acquisition of language capacity on

the scale needed, through recruiting and deploying French-speaking members as well as making much greater use of language training and retention programmes; the provision of services in both official languages through visual aspects of bilingualism (signs, identifying insignia on vehicles and uniforms); bilingual information services through telephone reception, correspondence and personal contacts with the public; and the use of the two official languages in contracts with provinces and municipalities.

The RCMP is a unique federal institution because of its multi-jurisdictional authority, powers and responsibilities. The general public views the Force solely as a federal institution, whereas, in fact, in all provinces, with the exception of Ontario and Quebec, it functions as provincial, and in many localities also as municipal, police. In these latter instances the RCMP operates under the aegis of the provincial attorney general and/or local authorities. In this Office's opinion, the distinction between the federal and the provincial or municipal roles of the RCMP is lost on the tourist or other traveller for whom the uniform is clearly associated with a federal body.

At the time of the study the Force had a 10 per cent French-speaking membership out of a total population comprising 28 per cent Francophones in Canada. It faced difficulties in recruiting French-speaking members for areas outside of Quebec because of its essentially English image and because of the lack of French-speaking instructors for induction and advancement courses. Deployment of Francophones to areas outside of Quebec presented certain difficulties because of a problem of integration of families into the local community and of providing French-language education for children. In fact, most of the French-speaking members of the Force were located in Quebec and preferred to remain there. Another problem, linked to that of a basically anglophone institution, was the fact that French-speaking personnel entering the Force were in danger of losing their ability to work in French because all internal services, courses, and job advancement opportunities were predominantly anglophone in character.

The Force was ascertaining its bilingual strength and determining its requirements for bilinguals at the time of the study. Members of the RCMP were about to be tested as to their language capability. Action had started to unify information on employees' bilingual capacity. Positions in the National Capital Region were being designated as "bilingual" in accordance with the Treasury Board ratios. Also, division offices outside the National Capital Region were to make their bilingual requirements known to headquarters by April 1, 1971.

Based on the findings of the study, ten recommendations were made to RCMP headquarters and "N" Division and nine recommendations to "A" Division, covering all aspects of service to the public.

In a follow-up conducted by this Office at the end of March, 1972, the Force was able to report that for headquarters and "N" Division, seven of the ten recommendations had been implemented; three recommendations were being acted upon. The manner of implementing one recommendation touching upon automobile markings became the subject of intergovernmental negotiation. "A" Division reported that it had carried out six of the nine recommendations by the end of the fiscal year 1971-72, and was working on the remaining three.

For RCMP headquarters and "N" Division, the Commissioner of Official Languages recommended that:

- 1) an officer be appointed at such a level as to report directly to the Commissioner or to a committee made up of the Commissioner and the two Deputy Commissioners;
- 2) he be charged as his sole or primary responsibility, with the centralized planning, implementation, co-ordination and monitoring of a unified program for compliance in all respects with the spirit and the letter of the Official Languages Act by all headquarters and field organizations of the Force **without prejudicing in any way the job security and career opportunities of present members and employees;**
- 3) he hold office at least until such time as the Force has effectively complied with the spirit and all applicable provisions of the Act;
- 4) immediate steps be taken at the headquarters and "N" Division to provide receptionist, telephone answering, guard and basic information services in both the official languages **without in any way affecting the job security of present members and employees;**
- 5) the introduction of visual bilingualism be accelerated so that metal shoulder flashes, automobile markings, internal and external signs, plaques and inscriptions may present at the earliest date across the country the bilingual image of a federal institution;
- 6) a concerted attack be made on ascertaining the level of proficiency that is suited operationally to the RCMP in an acquired official language, and on determining the bilingual requirements of the Force across the country to comply with the spirit and letter of the Act, including service to the travelling public, at that level of proficiency;
- 7) the plan of the Department of National Defence for the implementation of bilingualism in the Armed Forces be examined for applicability to the RCMP, particularly with respect to those features of it that favour development and maintenance of a satisfactory bilingual capacity across the country and the willing movement of French-speaking bilinguals and their families to postings in English-speaking areas and vice-versa;
- 8) central personnel records show not only the member's bilingual status, but also the language the member wants his children to study in, for consideration at the time of posting;
- 9) serious consideration be given not only to language acquisition as at present, but also to language improvement and language maintenance

courses so that the investment in language acquisition through recruitment or training is not subsequently lost through language inadequacy or disuse; (several other government agencies, e.g. CBC, CMHC, National Revenue (Taxation Division), Language Bureau, etc.) have already concerned themselves with the retention aspect of language training;

10) contracts between the RCMP and provinces and municipalities be in both official languages when next negotiated.

For "A" Division, the Commissioner of Official Languages recommended that:

1) bilingual services to the public at the Royal Canadian Mint in Ottawa be assured during those hours of the day when public tours of the building are permitted;

2) all members of the Force posted on Parliament Hill during those hours of the day when the Hill is open to the public be bilingual. Special attention to bilingual capacity should be paid when large numbers of the public attend patriotic or other important events on the Hill (e.g., July 1st parades). On such occasions, constables should use both languages when giving oral instructions to the public;

3) the guard at the Citizenship Court be bilingual;

4) the position of guard in front of Government House and the Prime Minister's residence be filled by bilingual incumbents during the day shift;

5) bilingual service be provided at all times for NCC traffic duty, government parking lot duty and snowmobile patrol;

6) bilingual service be available to the public at all times on the Boat Details at Kingston, Long Sault and Sault Ste-Marie;

7) bilingual service be assured at least in those detachments under North Bay Sub-Division where 10 per cent or more of the population is French-speaking;

8) bilingual service be assured in the East Block and the Justice Building where commissionaires serve as receptionists, at most hours when the buildings are open to the public;

9) bilingual service to the public be assured at all NCC parks where commissionaires come under the responsibility of "A" Division.

#### *b) Statistics Canada*

As indicated in the first annual report, the Commissioner launched a study on Statistics Canada (then the Dominion Bureau of Statistics) during fiscal year 1970-71. The objective was to examine, within the bounds of a partial study, general aspects of Statistics Canada's operations involving contacts with a very broad segment of the public. For this reason, the study focused on the Information and Year Book Divisions, which come under the purview of Statistics Use and Information Services, on the Census Division of the Socio-economic Statistics Branch and on the Statistics Canada Publications Programme.

The commencement of the study, in February 1971, coincided with the preparation of the June 1, 1971 decennial Census. That part of the study dealing with the Census Division was not intended to influence the census operation then in progress, but rather future censuses.

The researchers conducted seven interviews with Statistics Canada officials designated by the Chief Statistician. Information collected in this manner was supplemented by a spot check of telephone services and a comprehensive study of documents.

With regard to the Census Division, the Commissioner's staff focused their attention mainly on printed matter (questionnaires, forms, training manuals, etc.) used in conducting the census, the publicity campaign carried out on this occasion, census commissioners, certain aspects of delivering census questionnaires and on some facets of the Division's activities in the area of correspondence.

The Commissioner's staff noted that the preparation of printed matter and publicity material was done in compliance with the requirements of the Official Languages Act. Only the actual distribution of publicity posters throughout the country was slightly inadequate. Correspondence examined was beyond reproach, the Division invariably replying in the language of the correspondent.

On the other hand, findings concerning census commissioners and the procedure used for delivering questionnaires led the Commissioner to recommend corrective measures. The team noted that Statistics Canada did not accord sufficient attention to the linguistic requirements of the 1,920 positions filled by census commissioners, and that those commissioners selected for the National Capital Region were not all capable of performing their duties in both languages. Of course, the appointment of commissioners comes under the jurisdiction of the Minister of Industry, Trade and Commerce, in conformity with Section 5(1) of the Statistics Act. However, Statistics Canada is empowered when selecting candidates not only to specify the qualifications required of them, but also to refuse those who do not fulfill these requirements.

Problems related to the delivery of questionnaires were set forth in the Commissioner's special report to Parliament dated June 21, 1971.

The Inquiries Section of the Information Division, though small (at the time the study was carried out it had a staff of five employees), plays a major role in Statistics Canada's direct contacts with the general public. The study focused, on the one hand, on outgoing letters and, on the other, on the quality of telephone services.

Here again, letters were drafted in the language of the correspondent. However, letters in French contained grammatical errors which, though few in number, recurred regularly. A spot check revealed

the Division's personnel did not always identify the agency in both official languages when answering the telephone; this is essential if the caller is to be made aware that he has a choice of speaking French or English. Moreover, unilingual employees of the Division did not use a stock phrase in the second official language so as to transfer a call to an employee capable of speaking in the caller's language. Finally, Statistics Canada was listed in English only in the Ottawa-Hull telephone directory.

The Year Book Division is concerned mainly with the preparation of the *Canada Yearbook* and of *Canada*. During the course of the study the Division found a temporary solution to the problem of obtaining high-quality French texts. The Commissioner therefore decided to review this aspect of Statistics Canada operations at a later date.

A study of the Statistics Canada catalogue (1968 edition) revealed that 153 bulletins and reference works were published in English only. The Commissioner pointed out that the agency lacked a plan that would enable it to carry out the translation of these publications within a reasonable time limit. He thought that the attendance—if only as an observer—of a representative of the Translation Service at meetings of the Advisory Committee on Publications would be desirable.

During consultations following the study, the Chief Statistician accepted the recommendations made by the Commissioner, as well as the time limits suggested for their implementation. The Commissioner and the Chief Statistician mutually agreed to carry out a concerted study of aspects of the 1976 census likely to be subject to the requirements of the Official Languages Act. The Chief Statistician, while recognizing the validity of the recommendation regarding the Publications Programme, pointed out that Statistics Canada had made great progress in this area, which is undeniable. Actually the agency's plan calls for making all bulletins now being published available in both languages by March 1974. The plan, however, does not cover previously published unilingual works and periodicals. Only reprints and re-editions will be bilingual.

The Commissioner of Official Languages recommended to the Census Division that:

- 1) in future censuses, Statistics Canada recruit only census commissioners capable of carrying out their duties in both official languages in those areas referred to in Section 9 of the Official Languages Act;
- 2) Statistics Canada mention explicitly, in any text whose purpose is to provide information to candidates for the post of census commissioner or representative and in guidelines sent to commissioners and representatives who have been chosen, the requirements of the Official Languages Act that apply to their duties;

3) Statistics Canada see to it that publicity posters which are sent to regional offices and are used for census-taking purposes, be displayed at least in the places referred to in Section 9 of the Official Languages Act so that the equality of status of both official languages be respected.

To the Information Division, Inquiries Section, the Commissioner recommended that:

4) Statistics Canada be listed in English and French in the next edition of the Ottawa-Hull telephone directory;

5) Statistics Canada take the necessary measures by the end of the fiscal year (March 31, 1972) to ensure that the quality of services provided in French by the Inquiries Section of the Information Division be equal to that of services provided in English.

To the Publications Programme, the Commissioner recommended that:

6) Statistics Canada establish, by the end of the fiscal year (March 31, 1972), an integrated plan enabling it to carry out, within specific time limits, the translation of reports which have not yet been published in both official languages;

7) Statistics Canada invite a representative of the Translation Services to attend, even if only as an observer, the meetings of the advisory Committee on publications.

*c) Department of National Defence—Canadian Forces Base, Uplands, Ottawa*

As indicated in the annual report for 1970-71, the Commissioner initiated a study of visual and non-visual aspects of bilingualism at Canadian Forces Base Uplands. The study team interviewed approximately twenty officers and visited locations within the Base where services to the public were available.

CFB Uplands was at the time of the study giving practical effect to some of the comprehensive measures being adopted by the Canadian Forces to help promote institutional bilingualism. The measures adopted at that time concerned essentially the visual aspects. The Base had made a commendable effort in posting bilingual signs, especially traffic signs, and in seeing to it that the Base Exchange advertised its merchandise and offered services in the two official languages. During an on-site visit, however, the study team noted a number of unilingual English signs.

From an administrative viewpoint, the study team considered that the Base had not sufficiently defined its management objectives on bilingualism and that it lacked a well-promulgated plan for implementing such objectives as well as an officer responsible for coordinating the Base's bilingualism programme. The Base relied on National De-

fence Headquarters for translation services. This arrangement was insufficiently responsive to the actual needs of the Base for such services.

Two of the three positions within the Civilian Personnel Office were filled by unilingual English-speaking employees and one was temporarily vacant. Various forms to be completed by job seekers or by employees were bilingual, but interviews and explanations on personnel matters were conducted in English only. The 3 Air Movements Unit, whose role is to provide for the transportation of military personnel and authorized civilians in service aircraft, had no bilingual officers, though there were approximately twenty men who were capable of giving services in both official languages.

All prominent traffic, parking and other signs related to hangar operations where the unit was located, were in English only. Some signs and literature inside the passenger terminal were not bilingual; however, boarding forms were issued in both languages. Announcements were usually made in English, the researchers noted. The 412 and 436 Transport Squadrons provided varying degrees of bilingual service, though the researchers thought it unlikely either would have sufficient bilingual aircrew on strength to provide all services in both official languages during each flight.

The main entrance gate was staffed by unilingual English-speaking guards during two of the study team's three visits to the Base.

Recommendations made concerned the formulation of a plan and programme for implementation of the Act, the appointment of a bilingualism adviser, the identification of requirements for bilingual personnel, the creation of translation services on the Base, and the rendering of all signs and printed matter bilingual.

By the end of the period under review, the Base had implemented many of the Commissioner's recommendations, including all those for which he had proposed target dates. As well as rendering most signs and all printed material bilingual, the Base formulated a plan for providing the entire range of bilingual services necessary, appointed a Base Bilingualism Adviser and recruited a bilingual staff member for the office of the Base Civilian Personnel Officer.

A few recommendations remained outstanding. The Base had not yet provided full bilingual services in a number of cases owing to a shortage of bilingual personnel. The Department of National Defence indicated that an on-site translation service could not be provided at this time but that provisions had been made to satisfy the translation requirements of the Base. The Base had still to render certain signs bilingual; this was to be effected by the summer of 1972. Airplane inscriptions had not been rendered bilingual, though they will be by December 1973.

The Commissioner recommended that:

*1) Administration*

a detailed examination of each organizational element within the Base be undertaken to identify areas of activity lending themselves to the provision of services in both official languages, and that the Base formulate a plan and implement a programme with target dates for the introduction of such services;

*2) Bilingualism Adviser*

a senior officer be officially designated and known as the Base Bilingualism Adviser. The incumbent of this appointment should normally be the Base Administrative Officer;

*3) Translation Services*

an English to French translator and, of necessity, a supporting bilingual secretary be assigned to the Base on a full-time basis;

*4) Signs*

with respect to signs in general,

(a) the "bilingualization" of all outdoor signs be completed by September 1st, 1971, and

(b) with regard to all other signs, priority be given to the bilingualization of signs related to CANEX operations and others drawing the attention of VIPs and visitors;

*5) Services for Civilian Personnel*

the position in the office of the Base Civilian Personnel Officer that is not filled at this time be designated as bilingual and filled at an early date in order to achieve a bilingual capacity within that office;

*6) 3 Air Movements Unit*

(a) all traffic and parking signs leading or adjacent to the passenger terminal be displayed in both official languages;

(b) all signs in the passenger terminal be displayed in both English and French by August 15, 1971;

(c) all flight and other announcements be made in both official languages; and

(d) the French version of the mimeographed questionnaire for overseas passengers be corrected;

*7) 412 Transport Squadron*

(a) serious consideration be given to ensure the equality of status of the two official languages by rendering all aircraft markings bilingual on both sides of the fuselage—press and television pictures of planes could thereby widely publicize DND's efforts in taking bilingualism seriously; and

(b) the Squadron ensure that an adequate number of positions on its establishment be designated for bilingual personnel so as to have a bilingual capability during any passenger flight. To this end, as the Squadron is unlikely to have a large complement of bilingual officers on strength, it is recommended that special consideration be given to having all flight

steward positions designated for bilingual personnel. This goal should be met preferably, at first, by giving present stewards accelerated and highly functional training in French;

#### 8) 436 Transport Squadron

(a) the same recommendation as in 7)(a) above also be applied to the aircraft of this Squadron;

(b) all signs in the passenger or cargo section of the aircraft used by this Squadron intended for the information or the guidance of passengers be displayed in both official languages; and

(c) the Squadron ensure that an adequate number of positions on its establishment be designated for bilingual personnel so as to be in a better position to provide bilingual services when participating in military operations and exercises involving French-speaking units;

#### 9) Leases and Concessions

(a) Annex "A" to Canadian Forces Administrative Order 29-5 be amended to include a clause regarding any requirement for the relevant services to be provided or made available by licensees in both official languages; and

(b) future agreements entered into by the Base Commander on behalf of CANEX include a pertinent clause regarding the provision of bilingual services;

#### 10) Visitors

the security section of CFB Uplands be composed of a sufficient number of bilingual personnel so that services in English and French are provided at the main entrance of the Base particularly during daytime and evenings.

### 3. New Studies Undertaken in 1971-72

The year reviewed in the first annual report was one of initial organization and of developing a *modus operandi* for the task to be accomplished. Studies during that period had about them, accordingly, a somewhat tentative and experimental character.

Concepts and processes continued to take clearer shape in the following year and the subject matter of the studies themselves broadened and deepened. Where the focus bore at first on the National Capital Region, it has now spread to embrace the entire country and services abroad. Where attention had been directed to regional and local offices at certain locations of particular significance, it has now tended to concentrate on the nerve centre, the headquarters or head office where overall authority and control lay and decisions affecting entire organizations originated. Operations in the rest of the country were in several instances brought under scrutiny either as part of the nerve-centre study, or as a separate undertaking to bring reform to areas of special need, such as St. Boniface-Winnipeg and Moncton.

Finally, in keeping with the Commissioner's desire to help institutions in their efforts to comply with the Act, the recommendations resulting from studies tended to point not only to deficiencies of commission or omission, but also to measures whereby the institutions could close the gap. This tendency added to the responsibilities of the study team an element of inquiry, comprehension and analysis of organization, policies and procedures that a purely audit approach would not have rendered necessary. It is not surprising, then, that several studies conducted during the year under review resulted not from the sole exercise of the Commissioner's initiative but in fact from requests by institutions that the Commissioner look into their operations in whole or in part and advise them on how they might provide the public with the linguistic service prescribed.

*a) Three Studies on the Department of Manpower and Immigration—Montreal, National Capital Region and Winnipeg*

During the fiscal year 1971-72, the Commissioner's Office sustained the interest it had developed towards the end of 1970-71 in the Department of Manpower and Immigration. This Department's extensive contact with the public is well known. The Office, therefore, combined that consideration with the geographical one to look at its operations not only in Montreal (as did the study started at the end of the fiscal year 1970-71), but in the National Capital Region and in what was then Metropolitan Winnipeg (including St. Boniface).

In all three studies, the researchers focused on identification of premises, publicity and other printed material and personal contacts of departmental personnel with the public.

*1) Montreal*

The study team interviewed officials in sixteen Manpower and Immigration offices in Metropolitan Montreal. Its overall assessment of the state of bilingualism in these offices was very favourable. All signs, inscriptions, forms and printed materials, including publicity materials, were available in both official languages. Precedence on signs was generally, and appropriately, accorded to the French language. Printed materials, the team noted, were not always equally displayed in the official languages. The team found that sufficient bilingual personnel existed to provide prompt and adequate service in their direct contacts with the public over the counter.

In the light of the team's findings, the Commissioner made five recommendations. Four had either been implemented or were to be implemented by the end of the 1971-72 fiscal year. No action was needed on the fifth recommendation since the material involved was soon to be discontinued and would thus no longer be displayed.

The Commissioner recommended that:

- (a) each employee concerned in the sixteen offices serving the general public be equipped at the earliest opportunity with a completely bilingual calling card, with one or both sides of the card used for this purpose, and with French having precedence where one side only is used;
- (b) the Department devise and introduce as soon as possible date stamps, particularly those used on documents seen by the public, that in all respects reflect the equal status of the two official languages and where possible give precedence to French;
- (c) outside sources be requested by the Dorval office to provide publicity and information material in both languages and that the material be so displayed;
- (d) the Laval and North Offices be required to ensure that all pamphlets they display appear in both official languages;
- (e) the Department remind the managers of its offices serving the general public to ensure that telephone-answering personnel, in answering incoming calls, identify their office bilingually and give precedence to French.

## 2) *National Capital Region*

The findings revealed a consistent picture of the Department's operations in the Ottawa-Hull area. Office designation, directional and other signs were found to be bilingual. With few exceptions, all forms, publications and other printed materials were also in both official languages. Telephone identification and information services, the researchers learned, met the requirements of equality of status of the official languages.

The researchers noted several serious deficiencies in the provision of bilingual services to the public. Publicity and information materials and job advertisements were displayed and posted frequently in English only. Moreover, the principal Canada Manpower Centre in Ottawa did not automatically offer French-language service over the counter, but only when specifically requested or when French-speaking clients could not speak English. Needless to say, the Centre offered English-language services spontaneously.

In the light of the above findings, the Commissioner made six recommendations and the Department accepted them all. However, one was later abandoned in the wake of new developments. The recommendation relating to the posting of job advertisements has been in force since June 1, 1971. The Department has printed temporary French-language calling cards and has been in the process of designing bilingual cards. It has also been able to induce many employers to provide their job information in the two official languages. Finally, the percentage of French-speaking personnel in the Slater Street office has increased significantly as a result of recruitment and language-training programmes.

The Commissioner recommended that:

(a) in order to avoid possible complaints the Department adopt a policy, as for example that of the National Capital Commission for the Ottawa-Hull area, on precedence to be observed by its offices in their use of the two official languages;

(b) job opportunities on bulletin boards be posted in both official languages;

(c) bilingual calling cards be used rather than unilingual cards or separate cards in each language;

(d) in the interest of approaching as nearly as possible equality of status of the two official languages, potential employers be requested to provide publicity or information material in both languages whenever available, and that the available material be displayed to give equal prominence to both versions;

(e) a distinct and specialized English-French translation capability be developed at the Canada Manpower Centre on Slater Street;

(f) French-speaking members of the public be automatically served in French at the Canada Manpower Centre on Slater Street.

### 3) *Winnipeg*

Since the Office's study of Manpower and Immigration activities in Winnipeg formed part of a restricted survey of the "federal presence" in that area, an attempt was made to look at them somewhat more closely than in the two cases of Montreal and the National Capital Region. Additional topics that appeared to warrant the Office's attention were directives, advertisements, translation and contracts.

As one might expect, the findings proved that the bilingual performance in that regional office was considerably less than in Montreal or in Ottawa-Hull. Directives issued from Ottawa attested to the Department's understanding and acceptance of the Official Languages Act, but the team noted serious discrepancies between the intent of the directives and their actual implementation in regional and field offices.

The use of French and English on signs was inconsistent; only occasionally were both languages evident on "signage". Printed materials were not always produced or made available in both official languages. The basic texts of standard agreements and contracts with the provincial government, private firms and individuals were not prepared in such a manner that agreements and contracts could be drawn up in the official language chosen by the other contracting party.

As for the availability of personnel to provide service to the public in both official languages, only eleven of 73 public-contact employees working in the regional office were, the team reported, bilingual. Moreover only six of the nine services dealing frequently with the public were capable of serving the public in both official languages. Other Manpower Centres and the Winnipeg District Immigration office had even a lower complement of bilingual employees,

the ratio being 13 to 204. The Immigration office located at the Winnipeg International Airport could not provide all necessary services to the travelling public in both official languages. The Department was moving towards identifying and creating bilingual positions, but had achieved nothing substantial at the time of the study. Certainly, enrollment in language training programmes did not produce a significant number of bilingual personnel. Even if those employees who were enrolled in language training were certified bilingual, the overall percentage of bilingual employees would rise only from 6.5 to 10.9.

The Commissioner made eighteen recommendations which were influenced by the fact that many of the Department's activities did not seem to be geared to the needs of the significant French-speaking population residing in St. Boniface. It is particularly important that their needs be met by Winnipeg offices when there are no equivalent federal services in St. Boniface.

Considerable progress has been made in implementing these recommendations in accordance with the target dates suggested by the Commissioner. As of the end of the period under review, the Department was in the process of implementing recommendations dealing with signage, publications, calling cards, telephone listings and advertisements. The Department was also taking action to provide bilingual services at the Immigration Office of the Winnipeg International Airport and at other locations in the Metropolitan Winnipeg area. The Department proposed May 1973, as an appropriate target date for rendering forms used in its Winnipeg office bilingual, the date by which all departmental forms are expected to be standardized and bilingual. With respect to the Commissioner's recommendation dealing with bilingual telephone reception, the Department agreed to continue providing this service where already offered, and to provide it in other offices where there is a recurrent and relatively frequent demand for it.

Five recommendations, touching on contracts, counter reception, translation, news releases and language training, have remained outstanding due to technical problems and a lack of time and human resources. However, the Department assures this Office that the implementation of these recommendations has not been completely arrested, but only delayed.

The Commissioner recommended that:

- (a) the Department give priority to the planning and development of bilingual services to the public in Metropolitan Winnipeg offices;
- (b) the Department take the necessary steps to ensure that:
  - (1) notice boards, posters and signs on all premises occupied by it become entirely bilingual within the next six months;
  - (2) all unilingual forms used in communication with the public be rendered bilingual within the next six months, and where separate French and English

versions of a form already exist, that within the next 30 days both become available to services using them;

(3) similarly, where separate French and English editions of a publication exist, the French version be, within the next 30 days, available at the same time as the English version in offices where they are used in dealings with the public;

(4) the periodical *Manpower Review—Prairies and North-West Territories* be published in both official languages within the next six months;

(5) the text on employees' calling cards be bilingual within four months, and that to this end the Department provide the Regional Office with guidance respecting the French equivalent of position titles;

(6) the basic text of all future standard agreements and contracts with the provincial government, private firms or individuals, be bilingual, so that the contract may ultimately be drawn up in the official language of choice of the other contracting party;

(7) entries in future editions of telephone directories, where the entry is purchased or otherwise controlled by the Department, be bilingual, and that, in all other such directories in which entries appear, their inclusion in bilingual form be negotiated, if possible;

(c) the Department see to it that:

(1) directives issued by Department headquarters and the Prairie Regional Office respecting telephone communications be henceforth complied with by all services of the Department, so that bilingual replies are made to all telephone calls;

(2) reception and initial dealings with clients visiting any of the Department's offices be conducted, within the next six months, in either official language, whether by the provision of appropriate intensive training for receptionists or by any other suitable means that does not adversely affect the job security of staff already on strength;

(3) henceforward, arrangements be made for tests to be available and administered in French and in English at the option of the person being tested;

(4) support staff be no longer called upon to translate but rather a central translation service be used by Regional and local offices;

(5) all advertisements placed by the Department on its own account be published henceforth in English and French by the appropriate media in the Metropolitan Winnipeg area, and consideration be given to the question of advertisements prepared and inserted on an employer's behalf, having in mind the need for both language groups to be equally informed;

(6) similarly, steps be taken to ensure that Anglophones in St. Boniface and Francophones in Winnipeg are informed in their own language of matters of interest made public by means of news releases issued by the Manpower Centre serving the area in which they live;

(d) the Department

(1) pursue a very active programme designed to train bilingual personnel so that all its offices in Metropolitan Winnipeg may be provided within the next two years with a sufficient number of bilingual employees so that the public may be able to obtain services in either official language at all times,

(2) take the necessary steps to provide bilingual services as soon as possible at the Immigration Office at Winnipeg International Airport, and

(3) create the number of bilingual positions in its offices in the Metropolitan Winnipeg area required to comply with the provisions of the Official Languages Act.

*b) Visual Aspects of the Exterior of Federal Institutions—National Capital Region*

The Commissioner's Office sustained the interest in the visual aspects of federal bilingualism in the National Capital Region which it displayed during the year 1970-71.

The study of the Department of Public Works, which was launched towards the end of last fiscal year, was continued into the year under review. Because of what we learned about the limits of that Department's jurisdiction over parts of the "signage" programmes of some federal institutions, we also did a series of eight other small-scale studies to complete our survey of signs in the National Capital Region—a review which included a look, last fiscal year, at the National Capital Commission's activities in this field.

The nine institutions whose exterior signs we surveyed during the fiscal year 1971-72 were:

<i>Department or Agency</i>	<i>Date of Report to Department or Agency</i>
1) Eldorado Nuclear Ltd.	July 14, 1971
2) Central Mortgage and Housing Corporation	July 22, 1971
3) Atomic Energy of Canada Ltd.	August 3, 1971
4) Department of Communications	August 4, 1971
5) National Research Council	August 4, 1971
6) Department of Agriculture	August 5, 1971
7) Canadian Broadcasting Corporation	August 6, 1971
8) Department of Energy, Mines and Resources	August 9, 1971
9) Department of Public Works	September 30, 1971

In the case of most of these institutions it was possible to observe almost all types of exterior signs and inscriptions. By "types" of signs, we refer to signs carrying exactly the same message, e.g. NO PARKING. Such a sign was only counted once in our observations regardless of the frequency of its recurrence. In the case of the Department of Public Works an exhaustive survey was impossible because the Department did not know the total number of signs and inscriptions over which it had jurisdiction.

We used two categories to evaluate the wording of the signs examined. The wording was considered either "acceptable" or "unacceptable". Unilingual or partly bilingual signs and signs containing errors in wording were regarded as unacceptable.

We also collected data on the precedence accorded to the two official languages. This consideration, while less important than that of the presence and the accurate use of the two official languages, nevertheless deserves attention, especially in the light of Section 2 of the Official Languages Act.

On the whole, the studies uncovered a pattern of incomplete bilingualism in the National Capital Region, the French language coming out second best.

The studies also revealed the absence of contractual agreements with construction contractors to put up temporary signs in both languages. Signs identifying federal premises or alerting the public of potential dangers are presumably meant for speakers of **both** official languages.

The use of accents raises another special problem. Without making firm recommendations, we suggested that, in order to avoid any misinterpretation (in French, an accent can often change the meaning of a word), accents be used on capital letters.

In making his recommendations, the Commissioner tried to reconcile two factors that can be often considered contradictory: the need on the one hand to have the visual aspect of federal institutions in the National Capital Region conform strictly with the Official Languages Act and, on the other, the budgetary and administrative constraints which implementation of the recommendations inevitably entails. The most realistic way of doing this was, in our judgement, to set reasonable deadlines for action.

Findings, for each department or institution observed, can be summarized as follows:

*1) Eldorado Nuclear Ltd.*

A visit to the site revealed that there were only five signs and inscriptions in all, on the building and in the surrounding grounds. Of the five signs and inscriptions, two were bilingual and the remaining three were unilingual English.

On this basis the Commissioner recommended that:

(a) the two signs, "ELDORADO VISITORS" and "DELIVERY ENTRANCE" be presented in both official languages, by the end of September, 1971;

(b) the inscription on the front of the building be changed to "ELDORADO" as soon as the decision to adopt that particular name has been made. If the present inscription is maintained, accents should be added to the French text where necessary.

## 2) *Central Mortgage and Housing Corporation*

The field survey of all types of exterior signs and inscriptions showed that the majority of the signs at the Head Office site were totally bilingual. Researchers found only four signs to be unacceptable as they were unilingual English: three of these were parking lot signs, and one, a temporary sign indicating the names of the architects on a job site.

On the whole, except for the very few cases mentioned above, the survey revealed that the CMHC had most adequately provided exterior signs and inscriptions in both English and French.

In the light of the findings the Commissioner recommended that:

(a) all exterior signs which are under the jurisdiction of the Central Mortgage and Housing Corporation at the Head Office site be totally bilingual by, if possible, November, 1971;

(b) the CMHC make the relevant parts of recommendation (a) binding on all contractors retained to do construction or repair work at the sites administered by the Corporation in the National Capital Region.

## 3) *Atomic Energy of Canada Ltd.*

The study team observed 30 types of signs and inscriptions. Of these, 23 were considered unacceptable because they were unilingual or only partly bilingual. Moreover, the quality of the French text on two bilingual signs was questionable. It was also found that some inscriptions on mobile trucks were only partly bilingual. Finally, a temporary construction sign installed by a contractor was unilingual English. During the field work, the study team noted that AECL had already taken steps to have all non-bilingual signs replaced.

On the basis of the foregoing, the Commissioner recommended that:

(a) the AECL plan to replace unilingual signs by totally bilingual ones at Tunney's Pasture and South March be implemented by the end of September, 1971;

(b) contractors be asked to install totally bilingual temporary signs on job sites located in the National Capital Region.

In addition, the Commissioner stated that the first recommendation should apply to all inscriptions, including those on trucks.

## 4) *Department of Communications*

Of a total of 40 types of signs and inscriptions observed at the three sites which the Department administers in the National Capital Region, nineteen were found to be unacceptable.

For the most part, the bilingual image presented to the public by the signs in the non-restricted areas was satisfactory. There was

one case, however, where grammatical mistakes were quite visible. With respect to the other unacceptable signs, these were to be found mainly in areas dealing with public safety.

The Commissioner recommended that:

(a) all exterior signs and inscriptions which are under the jurisdiction of the Department of Communications at the Shirley Bay, Clyde Avenue and Almonte sites be totally bilingual by June 30, 1972;

(b) the faulty exterior sign noted at the Shirley Bay site be rendered correctly by, if possible, November 1, 1971, in both official languages.

#### 5) *National Research Council*

Out of a total of 121 types of signs noted, 94 were found to be in need of change. This figure includes the unilingual English signs and the partly bilingual signs as well as two totally bilingual signs in which the French text was found to be faulty.

The survey also revealed that, in agreements drawn up with contractors, no written clause existed requiring temporary signs installed on construction sites to be bilingual.

The Commissioner recommended that:

(a) all outside signs and inscriptions under the National Research Council of Canada in the National Capital Region be totally bilingual by June 30, 1972;

(b) all faulty signs be rendered correctly in both official languages by, if possible, November 1, 1971;

(c) whenever contracts are handled by NRC, contractors be asked to install totally bilingual temporary signs on job sites located in the National Capital Region.

#### 6) *Department of Agriculture*

The field survey of most types of exterior signs and inscriptions at sites administered by the Department of Agriculture in the National Capital Region revealed that of a total of 72 types of signs, 40 were found to be in need of change.

The Commissioner recommended that:

(a) all exterior signs and inscriptions which are under the jurisdiction of the Department of Agriculture in the National Capital Region be totally bilingual by June 30, 1972;

(b) all faulty signs be rendered correctly in both official languages by, if possible, November 1, 1971.

#### 7) *Canadian Broadcasting Corporation*

For the most part, the bilingual image presented to the public by exterior signs and inscriptions was satisfactory. Of a total of 28 types of signs observed, two were unacceptable because they were only partly bilingual.

The study team noted that temporary signs installed on construction sites were usually provided by the contractors. No specific clause existed in the contract to ensure that such signs be bilingual.

The Commissioner was very pleased to commend the Corporation for its action in the field of "signage". In his opinion, the few gaps revealed by the study could be easily corrected.

He recommended that:

(a) all exterior signs and inscriptions which are under the jurisdiction of the Canadian Broadcasting Corporation in the National Capital Region be totally bilingual by November 1, 1971;

(b) the CBC make the relevant parts of recommendation (a) binding on all contractors retained to do construction or repair work at the sites administered by the Corporation in the National Capital Region.

#### 8) *Department of Energy, Mines and Resources*

In all, 48 types of signs and inscriptions were noted. Of these, 18 were unilingual English, 3 were partly bilingual and 27 were totally bilingual. The study team discovered 21 signs in need of change.

On the basis of the foregoing, the Commissioner recommended that:

(a) all exterior signs and inscriptions which are under the jurisdiction of the Department of Energy, Mines and Resources in the National Capital Region be totally bilingual by June 30, 1972;

(b) all faulty signs be rendered correctly in both official languages by, if possible, November 1, 1971.

#### 9) *Department of Public Works*

The survey covered 607 types of exterior signs and inscriptions created and installed by the Department. Of these, 181 were considered to be unacceptable.

An observation the team made was that the respective responsibilities of the DPW and the lessors of buildings in which the government was renting space were imprecisely defined in regard to the installation of bilingual signs and inscriptions.

In the light of the findings the Commissioner recommended that:

(a) all exterior signs and inscriptions which are under the jurisdiction of the Department of Public Works in the National Capital Region (as described by the National Capital Act) be totally bilingual by September 30, 1972;

(b) all faulty exterior signs and inscriptions be rendered correctly in both official languages by, if possible, June 30, 1972;

(c) where federal institutions occupy 50 per cent or more of a leased building, the Department of Public Works make the necessary arrangements with the lessor to have all inscriptions appearing on the exterior of the building worded in the two official languages. These arrangements would be made before renewal of leases expiring by the end of the fiscal year 1971-72. In the case of long-term leases, the Department of Public Works

should arrange that the lessors concerned make the necessary changes by, if possible, September 30, 1972;

(d) the policy which the Department of Public Works has set down with regard to the precedence of one language over the other (the English version with the French version underneath or to the right in communities where the majority of the people are English-speaking and vice-versa in communities where the majority of the people are French-speaking) be uniformly applied in the National Capital Region.

As of the end of the period under review, most of the departments and agencies had made good progress in implementing our recommendations. Indeed, Atomic Energy of Canada and the Central Mortgage and Housing Corporation were able to meet the proposed deadlines. We were also very pleased to learn that the Department of Communications initiated, in the light of our recommendations, a survey of all signs and inscriptions inside and outside their offices throughout Canada.

Eldorado Nuclear, while implementing our first recommendation, did not act on the second because its name is spelled without accents in its letters patent. In the President's opinion, the use of accents would be a contravention of Sections 25(2)(3) and 26 of the Canada Corporations Act.

The National Research Council reported good progress. However, it asked the Commissioner that the target date for the implementation of our second recommendation be deferred until June 30, 1972. The Commissioner agreed with the new date in view of the practical difficulties which arose in this case.

The Department of Energy, Mines and Resources was not able, as per March 31, 1972, to report on the measures taken to implement our recommendations.

In the case of the Department of Public Works, the large number of signs involved prompted the Deputy Minister to request his staff to undertake a complete survey of their signs in the National Capital Region. After this preliminary step, departmental personnel will take down and replace all unacceptable signs.

#### *c) Department of Public Works—Winnipeg*

In addition to surveying the visual aspects of the exterior of federal institutions in the National Capital Region, the Office initiated a study on signs and lettering under the jurisdiction of the Department of Public Works in Winnipeg.

The research team conducted the study on the basis of a series of interviews and a photographic survey of signs and lettering. Of the 100 signs examined, less than 20 per cent were entirely bilingual; even these in some instances contained errors in spelling and accents in the French texts. The remaining signs were in English only. With one

exception, the English and French texts on bilingual signs were given precedence in predominately English-speaking and French-speaking communities, respectively. In general, signs and lettering erected on buildings and installed at parking lots belonging to federal government institutions located in St. Boniface were bilingual. In Metropolitan Winnipeg, this was not the case.

In light of the above findings, the Commissioner made fourteen recommendations, the central message of which was contained in the first and general recommendation: that the Department respect the equality of status of the two official languages by ensuring that all lettering and signs under its jurisdiction in the Metropolitan Winnipeg area be in English and French.

The Department's efforts in implementing the Commissioner's recommendations are encouraging. The Bicultural Information Committee of the Department has undertaken a study of the overall problem of building signs and lettering and will attempt to develop standards for bilingual signs. The Department foresaw no difficulty in meeting the target dates recommended by the Commissioner for correcting faulty bilingual signs and for converting unilingual signs to bilingual signs on all existing Crown-owned buildings and parking lots.

The Department did not wish to interfere, unless specifically requested, in the installation of signs and lettering for the internal use and operations of other departments and agencies located in Winnipeg. However, since DPW thought it incumbent on itself to promote compliance with the Official Languages Act, this Office enjoined the Department to ensure that such signs be bilingual if it becomes in any way connected with their preparation.

The Commissioner made the following general recommendation:

The Department respect the equality of status of the two official languages of Canada by ensuring that all lettering and signs under its jurisdiction in the Metropolitan Winnipeg area are in English and French, including signs and lettering that did not form part of the sampling examined in the course of this study.

More specifically, he recommended that:

1) the Department respect the use of the two official languages in the signs and lettering

(a) of all new buildings that it constructs,

(b) of all Crown-owned buildings that undergo renovations,

(c) of all new parking lots that it establishes;

2) the Department make the necessary arrangements so that by September, 1974, the use of the two official languages is respected in all signs and lettering

(a) on all existing Crown-owned buildings,

(b) on all existing Crown-owned parking lots;

- 3) when a department or agency occupying a Crown-owned building asks the Department of Public Works to put up signs and lettering, the Department remind the applicant of the stipulations of the Official Languages Act so that all new signs and lettering respect the equality of status of the two official languages;
- 4) in consultation with departments and agencies occupying Crown-owned buildings, the Department of Public Works set up a programme to equip, by September 1974, the premises they occupy or will occupy and, if necessary, parking lots, with signs and lettering consistent with the spirit and intent of the Official Languages Act;
- 5) henceforth, the Department of Public Works insert in all its leases, including those it is renewing, a clause allowing the installation of bilingual signs and lettering in areas of buildings and parking lots occupied by the departments and agencies;
- 6) for all buildings that are provided with a directory board, the Department henceforth insert in the leases, including those it is renewing, a clause stipulating that there be enough space on the board to include the names and services of departments and agencies in both official languages;
- 7) in the case of leases not expiring before 1974, the Department
  - (a) inform the owners with whom it holds leases of the stipulations of the Official Languages Act,
  - (b) obtain modification of all signs and lettering inconsistent with the Act,
  - (c) negotiate with the lessor to obtain enough space on directory boards so that the names and services of departments and agencies can appear in both official languages;
- 8) when a department or agency occupying a leased building asks the Department of Public Works to install signs or lettering, the latter remind the applicant of the stipulations of the Official Languages Act, so that all new signs and lettering respect the equality of status of the two official languages;
- 9) in consultation with the departments and agencies occupying leased buildings and, if necessary, with the owners of these buildings, the Department of Public Works set up a programme to equip, by September 1974, the premises they are occupying or will occupy, and, if necessary, parking lots, with signs and lettering consistent with the spirit and intent of the Official Languages Act;
- 10) the Department continue to apply its policy of preparing and erecting temporary signs to indicate the nature of construction work, in both official languages;
- 11) the Department see to it that signs prepared and erected by contractors be in both official languages either by adding a specific clause to the contracts or by any other appropriate means;
- 12) all existing bilingual signs and lettering be examined for the quality of the French text, and all errors found be corrected by December, 1972;
- 13) the Department make the necessary arrangements to assure, henceforth, the high quality of the French and English texts of all new signs and lettering and to ensure, as well, that they are free of errors and omissions.

d) *Canadian Representation Abroad—The Departments of External Affairs, Industry, Trade and Commerce, Manpower and Immigration.*

In May 1972, the Commissioner's Office undertook studies of the operations of three federal departments in Western Europe and in the Americas: External Affairs, Industry, Trade and Commerce (including the Canadian Government Travel Bureau), and Manpower and Immigration. The decision to study these departments was based upon their wide range of contacts with Canadian travellers and foreign publics, as well as their responsibility for representing a bilingual image of Canada internationally. The studies themselves focused mainly on the extent to which these departments provided services in the two official languages to Canadians and others in the parts of the world under review.

Two teams from the Commissioner's Office conducted a total of 31 interviews with headquarters officials of the three departments in Ottawa. They examined the headquarters bilingual policies, directives, and personnel distribution, and established criteria for the selection of overseas sites for field observations. These took place from the beginning of September to the first week in November 1971. The two teams examined the degree to which posts abroad complied with the Official Languages Act and projected a bilingual image of Canada. During the field observations attention centred on the use of the two official languages in post operations, internal communications, signs and publications, human linguistic resources and working instruments. The three departments received our final reports at the end of March, 1972.

The accompanying table outlines the number of interviews conducted, and the posts visited.

1) *Department of External Affairs—Western Europe and the Americas, excluding Canada*

The study teams noted that the Department's directives concerning bilingualism interpreted Sections 10(1) and 10(2) of the Official Languages Act as applicable only to the **Canadian** travelling public. This interpretation limits the range of intent of the Act. The public envisaged by these subsections includes Canadians and non-Canadians, whether they are travelling or resident abroad.

The personnel at External Affairs posts overseas fulfill the role of cultural information officers at different levels in the Department's operations and contacts; post activities include general representation such as contacts with diplomats, local authorities and businessmen, speeches, attendance at exhibitions, telephone communications, distribution of printed matter, library and film loan services, contacts with the media and correspondence with the public.

TABLE 2. Canadian Representation Abroad

Department	Total number of Posts outside Canada	Numbers of Posts Visited			Number of Interviews			
		Europe	America	Total	Ottawa	Europe	America	Total
External Affairs	90	23	15	38	15	41	21	77
Manpower and Immigration	41	14	9	23	7	10	5	22
Industry, Trade and Commerce	79	23	14*	37	9	15	14	38
Total					31	66	40	137

\*Including 3 Travel Bureau offices.

Personnel is clearly a crucial element if a post is to appear in the eyes of a host country as representative of a bilingual Canada. In this regard the teams noted that the Department, in its recruiting abroad, made a point of engaging bilingual receptionists and telephone operators, thus recognizing the importance of public-contact positions. Our recommendations emphasized the importance of having sufficient numbers of bilingual employees among officers, secretaries and stenographer-typists to assure bilingual service to the public at all times.

The heads of posts occupy a special position in the public eye and they project a condensed image of the country which they represent abroad. This Office considers it desirable for heads of posts to have sufficient knowledge of the second language to enable them to carry out their duties in either of Canada's official languages. To ensure the job security of departmental personnel, the Commissioner recommended language training, where required, to enable incumbents to perform their jobs in the other official language. In order that French-speaking employees might have better opportunities to work and advance their careers, we recommended that general training and induction courses, hitherto available only in English, be given also in French.

Many posts abroad, particularly in the Western Hemisphere, must make service and information available in the language of the host country as well as in Canada's official languages. In Europe, French and English often are used as diplomatic or unofficial working languages, in addition to local official languages. The Department, therefore must face the task of providing its services in French and English as well as in a third or perhaps more languages at some posts. This necessitated recommendations concerning more effective deployment and recruitment of personnel to take cognizance of the above needs. Statistical data provided by the Department indicated that, in the past three fiscal years, virtually all employees taking language courses have been enrolled in French. During the fiscal years 1968-69, 1969-70 and 1970-71, 33 per cent of the Department's 72 Foreign Service Officer recruits were bilingual. Field observations at posts revealed that no uniform policy applies to the recruitment of local bilingual personnel.

Working instruments examined by the teams i.e. manuals, forms, stationery, calling cards, invitation cards, dictionaries, typewriters and office stamps did not always respect the equality of status of English and French. The Commissioner therefore made recommendations to ensure that they be available in both official languages.

At the 23 posts visited, 120 of the 286 signs identifying posts met the requirements of the Official languages Act and 166 did not. Our recommendations did not overlook this anomaly.

Telephone reception constitutes a large part of the posts' contact with the public: the Commissioner accordingly recommended that telephone identification at posts be in both official languages, or, if deemed more appropriate, in a third language only.

The teams' examination of publications available at posts abroad revealed the frequent absence of second-language versions, both French and English. They could not obtain a complete list of books available for library loan at all posts visited, but it appeared that there was a greater proportion of English-language books. Both instances gave rise to recommendations directed at rectifying the disclosed imbalances.

The Commissioner recommended that:

#### *Directives*

(1) by March 31, 1973, the Department include in its *Manual of Procedures* all the directives of a permanent nature to be found in the various circulars already issued on the use of the official languages, after having made the appropriate corrections in these documents;

(2) the Department, at intervals it will set itself, systematically bring its *Manual* up to date in all matters concerning the official languages;

(3) if it has not already done so, each post establish, by March 31, 1973, a separate, easily accessible file containing directives, letters, circulars and any other document on bilingualism;

(4) the Department immediately send to the posts a circular to the effect that their services must be offered in the two official languages to the public at large regardless of nationality;

#### *Representation*

(5) the Department remind all its senior officials at posts that, in the course of their many contacts with the public at all levels and of all categories, they must take the appropriate measures so that in all circumstances the status of equality of Canada's two official languages is recognized and appreciated abroad, while taking into account the attention they deem necessary to grant to a third language;

(6) the Department, to the extent that it is responsible for exhibitions (in the broadest sense of the word) organized under its auspices, concern itself, in cooperation with any other department or institution concerned, with respecting the equality of status of both official languages, making use of suitable recommendations in the present report as well as directives it has already issued concerning bilingualism;

#### *Telephone Reception*

(7) the Department ensure that all city telephone directory listings of posts abroad be, if possible, in English and French, notwithstanding the use of another language;

(8) henceforth, at all posts, the receptionist or telephone operator and any other personnel—including guards—answering telephone calls from the public identify, at all times, the post in both official languages of Canada, or, if deemed necessary, in a third language only;

(9) henceforth, the receptionist or telephone operator and any other personnel—including guards—answering telephone calls from the public who

are not proficient in the language of the caller—be it English or French—be at least able to inform the caller in the latter's language that the call will be referred to another employee capable of providing the service in the appropriate language;

#### *Printed Information*

(10) publications (brochures, folders, leaflets, etc.) printed in French or English, emanating from the Department of External Affairs or from other Canadian federal institutions, and made available to the public at posts abroad, henceforth be available at all times in both the French and the English versions—preferably under one cover.

(11) the official departmental identification in all future printings of publications available to the public and produced in Ottawa in separate French and English versions be in the two official languages of Canada;

(12) in all future printings a statement in English to the effect that the publication is also available in English appear in the French version, and one in French appear in the English version to indicate the existence of a French version;

(13) all publications produced at posts abroad in English or French and distributed to members of the travelling public henceforth be in both official languages of Canada;

(14) the official identification of all publications produced at posts abroad in English or French, and distributed to the indigenous population, henceforth be in Canada's two official languages;

#### *Libraries*

(15) the Department ensure that, in addition to material in other languages, all library material at posts abroad be available in appropriate proportions in both of Canada's official languages;

(16) a plan be developed by March 31, 1973 which will enable the Department to complete the implementation of the previous recommendation no later than March 31, 1975;

(17) the Department see to it that reference texts published by federal institutions and which have been printed in both official languages of Canada henceforth be made available at all posts in both the French and English versions;

#### *Films*

(18) the Department take the necessary measures to ensure that, in addition to films in other languages, there is an appropriate proportion of films in each official language available at every post;

(19) a plan be developed by March 31, 1973, which will enable the Department to complete the implementation of the previous recommendation no later than March 31, 1975;

#### *Contacts with the Media*

(20) posts when issuing press releases in one or the other of the two official languages, in addition to a third language, henceforth make such press releases available in both official languages;

(21) in future, identification appearing on press releases intended for the English- or French-speaking media be in Canada's two official languages;

(22) post identification appearing on all classified ads placed in the English and French press abroad henceforth be in Canada's two official languages;

#### *Manuals*

(23) all administration manuals and reference works prepared by the Department of External Affairs and used abroad be available, at each post, in both of Canada's official languages by March 31, 1974;

#### *Forms*

(24) all forms for external use of the Department of External Affairs be bilingual by March 31, 1973;

(25) henceforth, the posts have a sufficient permanent stock in both official languages of all forms for external use presented separately in both languages;

(26) all forms for internal use of the Department of External Affairs be bilingual by March 31, 1974;

(27) henceforth, the Department see to it that all posts abroad use cards bearing a bilingual text either on one face or in a back-to-back format, when registering resident Canadians;

(28) in all future printings a space be provided on the registration card so that a Canadian residing abroad may indicate in which official language he wishes to receive correspondence;

#### *Stationery*

(29) at all posts abroad, identification or return addresses on envelopes which are only in one of the two official languages be made bilingual by March 31, 1973;

#### *Calling Cards*

(30) by March 31, 1973, all officers at posts abroad, without restricting the use of calling cards in a third language only when their use may seem more appropriate, have at their disposal calling cards which are bilingual (English-French) using either one side or both sides for this purpose;

#### *Invitation Cards*

(31) by March 31, 1974, External Affairs officers using invitation cards in either of the two official languages have at their disposal, at all times and in sufficient quantity, a set of invitation cards in each of the two languages;

#### *Dictionaries*

(32) the Department see to it that, in future, dictionaries are available in appropriate linguistic proportions at posts abroad;

#### *Typewriters*

(33) the Department of External Affairs take immediate steps to ensure that an appropriate number of typewriters with French keyboards be available at all posts abroad;

(34) as of the present date, with the exception of typewriters equipped with third-language keyboards, all new typewriters purchased for posts abroad be equipped with French keyboards;

#### *Rubber Stamps*

(35) all unilingual (English or French) rubber or date stamps for external use at posts abroad be made bilingual by March 31, 1973;

### *Internal Communications*

(36) the Department of External Affairs see to it, immediately, that directives, memoranda, circulars and any other documents of general or administrative nature distributed within the posts are, notwithstanding the use of a third language, presented simultaneously in both official languages of Canada and in a form respecting the equality of status of both languages;

(37) the Department of External Affairs immediately inform all its personnel that they may henceforth use the language of their choice in all communications between posts abroad and Head Office, or vice-versa, regardless of the language of the addressee;

### *Visual Aspects*

(38) the signs, posters, notices and inscriptions (external and internal, permanent and temporary for the information of the public as well as the personnel) which at posts come under the jurisdiction of the Department of External Affairs, all be in the two official languages of Canada by March 31, 1973, notwithstanding the presence of one or several other languages;

(39) the Department of External Affairs give, by March 31, 1973, equal importance to the English and French texts of signs, posters, notices and inscriptions which, at posts, come under its jurisdiction;

(40) magazines, newspapers and other printed matter in English or French, placed at the disposal of the public in waiting rooms, reading rooms or any other places visible to visitors at the posts, represent equitably, at all times, the two official languages of Canada;

### *Personnel*

(41) the Department of External Affairs, using precise definitions, establish by March 31, 1973, a comprehensive collection of statistics on the linguistic composition of personnel in its posts, and bring its statistics up to date periodically;

(42) all heads of posts in the employ of the Department of External Affairs should be able, gradually, to perform their duties in both of Canada's official languages;

(43) the Department of External Affairs henceforth post its officers so that, at all times, at each post there be a sufficient number of officers capable of providing services to the public without delay or limitations in the official language which is not used by the majority of the post's personnel;

(44) all secretaries to the heads of posts be able, gradually, along with the heads of posts, to perform their duties in both of Canada's official languages;

(45) the Department of External Affairs henceforth post its stenographer-typists so that at all posts, for each department located there, there be at all times a sufficient number of stenographer-typists who are bilingual or capable of working in the official language which is not used by the majority of the post's personnel;

(46) by March 31, 1974, the receptionist and telephone operator at each post be able to perform their duties in the two official languages of Canada;

(47) all general training courses given by the Department, including induction courses, be henceforth available in both of Canada's official languages;

(48) the Department of External Affairs henceforth provide personnel affected by recommendations (42), (43), (44), (45) and (46) with the opportunity to take language courses;

(49) the Department of External Affairs determine by March 31, 1973, the proportion of Foreign Service Officers, capable of carrying out their duties in both of Canada's official languages, to be recruited, if need be, in order to achieve its objectives with regard to bilingual personnel for that occupational group;

(50) the Department of External Affairs set up by March 31, 1973, in cooperation with the Public Service Commission, a system that would permit it to assess the linguistic knowledge of a Foreign Service Officer candidate;

(51) henceforth any job announcement published abroad, explicitly mention that the knowledge of Canada's two official languages is

(i) of primary importance for applicants for receptionist and switchboard attendant positions; and

(ii) desirable for applicants for other positions.

2) *Department of Industry, Trade and Commerce, and Canadian Government Travel Bureau—Western Europe and the Americas, Excluding Canada.*

The study teams found that departmental directives concerning bilingualism contained an unduly restrictive interpretation of the Official Languages Act, Sections 10 (1) and 10 (2), referring to the provision of bilingual services to the travelling public. The Department interpreted these sections as applicable to Canadian visitors only, whereas the Act stipulates no such restriction.

The public of ITC includes mainly businessmen and public servants. About 30 per cent of these in Europe are Canadian and 70 per cent are of other nationality. The Canadian portion of this public receives approximately 25 per cent of its service in French and 75 per cent in English. In the Western Hemisphere, the percentage of services provided in English frequently exceeds 95 per cent. The provision of service to non-Canadians often requires the use of a third language.

The Travel Bureau offices serve a diverse public consisting of foreign nationals, travel agencies, the press, local authorities and prospective tourists. It is therefore important that these offices be able to communicate in the language of the host country. Of the eight Travel Bureau offices visited, five are located in English-speaking countries, one in a French-speaking country and two in countries whose official languages are neither English nor French.

Since the main concerns of the ITC and the Travel Bureau offices are the promotion of business and tourism, their contacts are handled mainly in the language of the host country.

Without wishing to derogate however slightly from the importance of these activities, the Commissioner felt that more attention could,

and should, be accorded the projection of Canada's bilingual image and he made recommendations to this effect to the Department.

The study teams' research showed disparity between the availability of English and French publications at posts abroad. This occurred sometimes because it takes longer to obtain French versions of publications from Ottawa than English ones. Most offices displayed both English and French newspapers and magazines. In some instances the study teams found an unwarranted disproportion between the English and French editions in evidence.

The Department of Industry, Trade and Commerce uses 40 films for publicity purposes, eighteen of which are available in a French-language version. The Travel Bureau offices abroad gave the study teams an English-language film catalogue containing 128 titles of which only five are in the French language. A French-language catalogue in the Paris Travel Bureau office lists approximately 50 films in the French language. Neither catalogue mentions the fact that many of these films are available in both official languages of Canada. In the Commissioner's view, offices of the Department and of the Travel Bureau should make an appropriate proportion of their films available in both English and French in countries where a language other than English or French is spoken.

Internal work materials such as manuals, forms, stationery, dictionaries and office stamps were found to favor English.

In April, 1971, when support services were integrated, the Department of External Affairs became responsible for most signs displayed abroad. Nevertheless, there were thirteen signs at the posts visited which were the sole responsibility of Industry, Trade and Commerce. Of these thirteen signs, eight were acceptable. Recommendations designed to correct these imbalances were made to the Department.

In the Department, some 210 trade commissioners, or about 80 per cent of all the staff rotate among 79 offices abroad. At 48 of these offices there is at least one bilingual officer. At the other 31, bilingual services are provided by locally-hired personnel, officers on loan from External Affairs, a translation bureau or by support staff.

At the time of the interviews the Travel Bureau maintained 24 offices abroad. According to information supplied by Bureau representatives, ten of their offices had at least one bilingual employee. Twelve offices were able to provide services in both official languages with the assistance of representatives of the Trade Commissioner Service, the Department of External Affairs, locally hired personnel, or a translation bureau. Two offices were able to provide services in only one official language. These arrangements in both the ITC and the Travel Bureau offices are not entirely satisfactory because of their

dependence on the cooperation of employees from another department, often physically separate within a given post, and on the assistance of translation bureaux, which are suitable for written communications only.

Training available to personnel includes both professional and language courses. During the 1970-71 and 1971-72 fiscal years, 82 officers took French-language courses in Ottawa and 37 abroad. Two officers took an English-language course. The Travel Bureau sent an additional thirteen employees on French-language courses during 1971-72. The Department is to be commended on the variety of language programmes it offers to its employees and those of the Travel Bureau.

This Office recognizes the difficulties facing the Department as it attempts to provide service, where required, in Canada's official languages, without neglecting the importance of the host country's language. The Commissioner put forward several recommendations designed to assist the Department, and the Travel Bureau, in meeting this objective.

The Commissioner recommended that:

#### *Directives*

(1) henceforth, if this has not already been done, each office of the Trade Commissioner Service set up a separate, readily accessible file containing directives, circulars and all other documents on bilingualism;

(2) the Department immediately send to the offices of the Trade Commissioner Service abroad a circular specifying that their services must be provided in both official languages of Canada to the general public regardless of nationality;

#### *Representation*

(3) the Department apply all the recommendations contained in this report (such as those covering printed information, films, the visual aspects, etc.) which relate in any way to trade fairs and exhibitions;

#### *Telephone Reception*

(4) henceforth, at all posts abroad the Department of Industry, Trade and Commerce see to it that the receptionist or telephone operator and any other personnel answering telephone calls from the public identify the office in both official languages of Canada, or, if deemed necessary, in a third language only;

#### *Printed Information*

(5) publications (brochures, folders, leaflets, trade reviews, etc.) printed in French or English emanating from the Department in Ottawa and made available to the public at missions abroad, henceforth be available simultaneously at all times in both the French and the English versions—preferably under one cover;

(6) the official departmental identification in all future printings of publications available to the public (and produced in Ottawa) in separate French and English versions be in the two official languages of Canada;

(7) in all future printings a statement in English to the effect that the publication is also available in English appear in the French version, and one in French appear in the English version to indicate the existence of a French version;

(8) when the Department finds it necessary to produce publications in a third language and English or French, these publications henceforth be produced in the third language and both of Canada's official languages;

(9) publications such as those mentioned in recommendation (8) be identified in English, French and the third language;

(10) the official identification in all publications printed by the Canadian Government Travel Bureau in a language other than French or English be in that language only or in English, French and the third language;

#### *Libraries*

(11) the Department take steps to ensure that henceforth all reference works and other publications prepared by federal institutions and in use overseas be available in both official languages;

(12) with respect to publications from other sources, the Department take steps to ensure that henceforth its overseas offices will have reasonable proportions of comparable works in each of the official languages of Canada;

#### *Films*

(13) the Department of Industry, Trade and Commerce see to it that an appropriate proportion of films used in countries where a language other than French or English is spoken, is in each of Canada's official languages, notwithstanding the use of films in a third language;

(14) the Canadian Government Travel Bureau see to it that the film catalogue is henceforth published (beginning with the next edition) in such a way as to make the French-speaking and English-speaking public abroad aware of the fact that many of the films it contains are available in the two official languages of Canada.

(15) by March 31, 1973, each Travel Bureau office abroad have on hand an appropriate proportion of its films in both the French- and English-language versions;

#### *Contacts with the Media*

(16) offices of the Trade Commissioner Service which now issue press releases in English only or French only in countries where the national language is neither of Canada's official languages henceforth publish these releases in English and French;

(17) henceforth all press releases intended for an English- or French-speaking public be issued in both official languages;

(18) in future, identification appearing on press releases intended for the English- or French-language media be in Canada's two official languages;

(19) press releases whose official identification is in English or French and a third language henceforth be identified in English, French and the third language or in the third language only;

(20) identification in all official classified ads placed in the English and French media abroad by the Canadian Government Travel Bureau henceforth be in Canada's two official languages;

### *Manuals*

(21) all administrative manuals and reference works prepared by the Department of Industry, Trade and Commerce and used overseas be available in both of Canada's official languages by March 31, 1974;

### *Forms*

(22) all forms in English or French used by the Department of Industry, Trade and Commerce both at headquarters and abroad be made bilingual by March 31, 1974, with first priority being given to all forms used by the public;

(23) where a form exists (at present or in future) in separate English and French versions, Trade Commissions henceforth have on hand at all times a sufficient supply in both official languages;

(24) Travel Bureau forms which are printed in a third language and only one of Canada's two official languages, henceforth be printed in the third language only or in English, French and the third language;

### *Stationery*

(25) letterheads, identification and return addresses on stationery used at posts abroad which are in only one of the two official languages of Canada be made bilingual by March 31, 1973;

### *Dictionaries*

(26) the Department of Industry, Trade and Commerce see to it that, in future, dictionaries always be available in equitable linguistic proportions;

### *Rubber or date stamps*

(27) all unilingual English or French rubber stamps, for external use at posts abroad, be made bilingual by March 31, 1973;

### *Internal Communications*

(28) the Department of Industry, Trade and Commerce ensure that directives, memoranda, circulars and any other documents of general application or of an administrative nature, which are distributed within Trade Commissioner Service offices overseas, are provided in both official languages of Canada simultaneously, the use of a third language notwithstanding, and in a form which respects the equal status of the two languages;

(29) the Department of Industry, Trade and Commerce immediately inform all its personnel that they may henceforth use the language of their choice in all communications between missions abroad and Ottawa, or vice-versa, regardless of the language of the addressee;

### *Visual Aspects*

(30) all signs, posters, notices and inscriptions (whether exterior or interior, permanent or temporary, intended for the public or for departmental personnel) displayed in Department of Industry, Trade and Commerce offices abroad appear in the two official languages of Canada by March 31, 1973, notwithstanding the presence of one or more other languages;

(31) the Department of Industry, Trade and Commerce ensure immediately that the magazines, newspapers and other printed material made available to the public in waiting or reading rooms (or any other place open to the public) in Trade Commissioner Service offices abroad give fair representation at all times to the two official languages of Canada;

(32) all Travel Bureau posters printed in English or in French henceforth be printed, identified and distributed in the two official languages of Canada—preferably in bilingual format;

#### *Human Resources*

(33) by March 31, 1973 the Department of Industry, Trade and Commerce compile a set of homogeneous statistics, based on precise definitions, concerning the linguistic composition of its staff abroad. These statistics should be updated at regular intervals;

(34) in future, the Department appoint officers in such a way that in all Trade Commissioner Service offices abroad there is always a sufficient number of bilingual or unilingual officers to provide services to the public in both of Canada's official languages;

(35) by March 31, 1973, every Travel Bureau office abroad have a sufficient number of bilingual or unilingual employees to provide services to the public at all times in both of Canada's official languages;

(36) by March 31, 1973, the Department take the necessary steps to provide an opportunity for employees of the Trade Commissioner Service and the Travel Bureau who are likely to attend professional training courses to take such courses in either of the two official languages of Canada;

(37) by March 31, 1973, the Department determine the proportion of officers capable of performing their duties in both of Canada's official languages to be recruited if necessary, for the Trade Commissioner Service and the Travel Bureau in order to meet the targets it will set for bilingual personnel overseas;

(38) by March 31, 1973, the Department, in cooperation with the Public Service Commission, perfect a system which will enable it to evaluate accurately the language capabilities of a candidate for any officer position which may entail an overseas assignment.

#### *3) Manpower and Immigration—Western Europe and the Americas, Excluding Canada*

Representatives of the Department of Manpower and Immigration outside Canada administer our country's immigration laws and regulations and explain them to prospective immigrants. This implies a need for service to the public in the language of the host country.

The study teams confirmed that the proportional use of one or the other of Canada's two official languages varies according to whether English or French is the official language of the host country. In the United States and England, departmental officials stated that the proportion of services dispensed in English exceeds 80 per cent and sometimes reaches 99 per cent, French often sharing the remainder with other languages. Where French is a principal language, or the national language, as in France, Belgium and Switzerland, the proportion of services in French exceeds 80 per cent, with English sometimes sharing the remaining 20 per cent with other languages. In countries where the national language is neither English nor French, the pro-

portion of services in our two languages may sometimes reach a mere five per cent. Canadians, who are included in these figures, constitute a very small percentage of the public making use of immigration services.

The Department considers 57, or about 38 per cent, of its 189 Foreign Service Officers to be bilingual. Forty-three of the latter are at 28 offices outside of Canada, 9 at headquarters in Ottawa and 5 on loan to other services. Thirteen offices abroad have no bilingual capability.

Between 1966 and 1969, the Department recruited 101 officers, of whom 31 were bilingual. The Department estimates that 75 per cent of the officers in its Foreign Service should be bilingual in order to meet existing needs. The Commissioner recommended that the manner of recruiting and deploying officers be such as to ensure the availability of service in our two official languages to the Department's public.

During the fiscal year 1971-72, 99 officers attended management courses available, for the most part, in English only. During the fiscal year 1970-71, 18 Foreign Service Officers from Head Office and 7 in postings abroad took French-language training. One commendable innovation introduced by the Department was to afford officers' wives the opportunity of following language courses. Eleven wives took advantage of this training in Ottawa or abroad.

The study teams found 61 out of 95 signs at posts visited abroad were unacceptable. Newspapers and magazines subscribed to for the use of personnel and/or display purposes did not adequately reflect the linguistic dualism of Canada.

The Department, throughout the study, expressed interest in establishing English and French on an equal basis as languages of service and of work at its offices abroad. The 38 recommendations contained in the report aimed at helping the Department achieve this end.

The Commissioner recommended that:

#### *Directives*

(1) the Department take the additional measures it considers appropriate to make personnel abroad more aware of the requirements of the Official Languages Act and of the Department's own directives;

(2) where it has not already been done, each immigration office abroad make up a separate file, clearly identified and easily accessible, containing interim directives, letters, circulars and all other documents on bilingualism, by March 31, 1973;

(3) the Department continue to include in its Departmental Manual all directives of a permanent nature contained in the various memoranda already distributed to its offices;

(4) the Department make an inventory of directives presently contained in memoranda or in the Departmental Manual, so as to locate any gaps that

may exist, and eliminate them by incorporating in the Departmental Manual any necessary additional directives;

(5) the Department carry out, at intervals of its own choosing, a systematic updating of its Manual in the area of the official languages;

#### *Representation*

(6) the Department's immigration officers take steps to ensure that, when participating in exhibitions or other activities of a representational nature, the equality of status of the two official languages is respected, and that to this end they be guided by the appropriate recommendations in this report as well as by the Department's own directives on bilingualism;

#### *Telephone Reception*

(7) the Department take steps to ensure that in the future, its immigration offices abroad are listed in telephone directories in Canada's two official languages;

(8) where the staff of immigration offices abroad are now using either English or French when answering the telephone, they henceforth use both official languages of Canada;

(9) henceforth, where the telephone receptionist or any other person answering telephone calls from members of the public speak only one of the official languages (French or English), he or she be able at least to inform the caller, in the language used by the latter, that the call is being transferred to an employee who speaks that language;

#### *Printed Information*

(10) publications (brochures, folders, leaflets, etc.) printed in French or English, emanating from the Department in Ottawa or from any other Canadian federal institution, and made available to the public at missions abroad, henceforth be available at all times in both the French and the English versions—preferably under one cover;

(11) the official departmental identification in all publications available to the public and produced in Ottawa in separate French and English versions be in the two official languages of Canada;

(12) publications printed in a third language be identified either in that language only or in the two official languages as well as the third language;

#### *Libraries*

(13) the Department take steps to ensure that henceforth all reference works and other publications issued by any federal institution and used abroad be available in either official language;

(14) with respect to publications from other sources, the Department take steps to ensure that henceforth its offices abroad have on hand, in reasonable proportions, comparable works in both of Canada's official languages for all subject areas;

#### *Contacts with the Media*

(15) all press releases (including the identification of the Department thereupon) intended for the general public be issued simultaneously in both official languages of Canada;

(16) the Department be identified in both official languages of Canada on advertisements placed in the French- or English-language press abroad;

### *Forms*

(17) all departmental forms for external use be available in both official languages by March 31, 1973;

(18) all departmental forms for internal use be available in both official languages by March 31, 1974;

(19) where a form exists in separate English and French versions, immigration offices have on hand at all times a sufficient supply of such forms in both official languages;

(20) all forms for internal or external use existing at present in only one of the official languages and a third language be available in English and French by March 31, 1973, use of a third language notwithstanding;

### *Stationery*

(21) envelopes and stationery in all immigration offices abroad be identified in both official languages of Canada by March 31, 1973;

### *Dictionaries*

(22) the Department make a survey of dictionaries available at its offices abroad, with a view to ensuring that, in future, they always be available in equitable linguistic proportions;

### *Directives and Memoranda*

(23) the Department ensure that directives, memoranda, circulars and any other documents of general application or of an administrative nature, which are distributed within immigration offices abroad, are simultaneously provided in both official languages of Canada, the use of a third language notwithstanding;

### *Communications with Ottawa*

(24) the Department immediately inform all its personnel that they may henceforth use the language of their choice in all communications between missions abroad and Head Office, or vice-versa, regardless of the language of the addressee;

### *Visual Aspects*

(25) all signs, notices and inscriptions at offices abroad under the jurisdiction of the Department of Manpower and Immigration (whether exterior or interior, permanent or temporary, intended for the public as well as for office personnel), appear in Canada's two official languages by March 31, 1973, notwithstanding the presence of one or more other languages;

(26) the Department ensure immediately that the magazines, newspapers and other printed material made available to the public in reception areas or reading rooms at immigration offices abroad, give fair representation at all times to the two official languages of Canada;

### *Human Resources*

(27) the Department of Manpower and Immigration using precise definitions, prepare by March 31, 1973, a set of uniform statistics on the linguistic composition of Foreign Service Officers, and that, henceforth, these statistics be kept up to date;

(28) the Department henceforth post its officers so that there be, at all times, at all immigration offices abroad a sufficient number of bilingual or uni-

lingual officers capable of providing services to the public in both of Canada's official languages;

(29) by March 31, 1973, the Department take the appropriate steps in order to offer Foreign Service Officers likely to take management courses, the opportunity of taking these courses in one or the other of the two official languages of Canada;

(30) in the appropriate cases, the Department immediately provide officers affected by recommendation (28) with the opportunity to take language courses;

(31) the Department determine, by March 31, 1973, the proportion of Foreign Service Officers capable of carrying out their duties in both of Canada's official languages to be recruited, if necessary, in order to achieve its objectives with regard to bilingual personnel posted abroad;

(32) in cooperation with the Public Service Commission, the Department perfect by March 31, 1973, a system enabling it to assess accurately the linguistic skills of an applicant for any Foreign Service Officer position which might involve being posted abroad.

*e) Central Mortgage and Housing Corporation—Headquarters, and Ottawa and Hull Local Offices*

The Commissioner selected the Central Mortgage and Housing Corporation for study because of its wide contact with the public and because it is a pioneer in the realm of institutional bilingualism.

On the basis of a series of nine interviews held at the Head Office, and the Ottawa and Hull branch offices, the research team tried to determine what steps the Corporation had taken to serve the public in the National Capital Region equally in both official languages and how far it had progressed toward its own goal of institutional bilingualism.

The study revealed that the Corporation had taken a number of commendable steps toward the provision of bilingual services to the public. It had introduced an organized and unified plan that required all offices located throughout the country to develop a capability to provide bilingual services. One important part of CMHC's approach is the astute "rule of thumb" that, wherever there is *some* demand for them, bilingual services must be provided as soon as possible. This policy position enables the Corporation, like the National Parks and Historic Sites Branch of the Department of Indian Affairs and Northern Development, to bypass the maze of "significant demand". The proportion of bilingual to unilingual personnel at the Head Office and at the Ottawa and Hull branches had significantly increased over the past few years by virtue of the recruitment of bilingual personnel. Sufficient bilingual capability existed in public-contact positions to provide service in both English and French during all hours of operation.

The Corporation had also made effective use of language training programmes. Between September 1969 and June 1971, 144 employees

enrolled in language training, of whom 36 had been certified as bilingual by the time of the study. The facilities of the Public Service Commission, as well as the Corporation's own facilities, were used for language training. The Corporation's own well-researched language training programme was designed to meet the specific needs of CMHC personnel. However, the study team noted two problems: the high rate of attrition among students enrolled in the programme and the lack of retention programmes.

The Corporation provided a translation service at headquarters capable of handling the requirements of all its offices. All information material and communications designed for the public originated and appeared in both languages. The Corporation replied to correspondence in the language of the originator. The team found that all publications, forms, and other printed materials were bilingual. Reception services were also provided in the two official languages.

Since the team noted few deficiencies in the Corporation's bilingualism programme, recommendations numbered only five. The Corporation considered all of them appropriate. It created an internal committee charged with determining ways and means of implementing the recommendation on substitution of personnel, at least temporarily, for employees absent on language training. By the end of the fiscal year, the Corporation had already implemented the recommendations relating to language training and retention programmes and was taking action on the remaining three.

The Commissioner recommended that:

- (1) annual turnover records be kept by the Head Office in order to determine yearly losses or gains in bilingual personnel;
- (2) along with the hiring of bilinguals, the language training of the unilinguals be accelerated so that they may be given equal opportunity to aspire to positions which require proficiency in both languages and offer more in terms of career development;
- (3) all employees with calling cards use bilingual cards rather than unilingual cards or separate cards in each language;
- (4) in order to apply more effectively the policy which states that "an employee may transact business with his colleagues in his maternal tongue" and the policy which stipulates the "creation of a climate where the two cultures may find expression freely", and to obtain maximum return from the investment made in the language training programme, the Corporation examine without delay, the possibility of hiring some substitute personnel, at least on a short term basis, to allow staff flexibility—and interchangeability—for those absentees on language training;
- (5) the Corporation apply its policy on transfers to newly-bilingual employees in the Head Office and in the Ottawa Branch, by sending them into areas, at least on a rotational basis, where they must use the second language more frequently. This measure would not only help in retention,

but would also make it easier for a significant portion of the Corporation's employees to function as effective, operational bilinguals within the meaning of the Official Languages Act, and eventually facilitate their accession to the positions designated as bilingual positions which offer more to the employees' career.

*f) Department of Indian Affairs and Northern Development—  
National Parks and Historic Sites Branch*

The study was undertaken following a request from the Deputy Minister of the Department of Indian Affairs and Northern Development that the Commissioner of Official Languages have his staff conduct a study on how best to provide bilingual services in national and historic parks. The Commissioner agreed to carry out a special study and also to make specific recommendations on the administration of the parks. In effect, the Branch asked the Commissioner's Office to act, to some extent, as management consultants with respect to the internal arrangements affecting the bilingual services offered by the National and Historic Parks Branch.

The study focused, therefore, on language of service at national parks and national historic sites across the country, as well as dealing with historic markers. Our staff held extensive interviews with branch officials in Ottawa, at regional headquarters in Calgary, Cornwall and Halifax, and at 37 national parks and historic sites across Canada. The parks and sites visited were chosen on the basis of geographical distribution and the range of services provided to the public. During the interviews and field observations the study teams gained deeper understanding of the parks' "raison d'être". They also sought information on methods of park administration in order to gain an appreciation of the context in which the bilingualism programme was being implanted.

Because of the wide range of subject matter covered and the focus on how things were being done, findings were extensive and resulted in 99 recommendations. Some of these applied to all three regions, while others were particular to one region, park or site.

Only about a quarter of the more than 600 National Historic Markers under the authority of the Branch across Canada were already bilingual. The pace at which they were being rendered bilingual meant that most of these, many of which are in bronze or stone, would remain unilingual for years to come. The Commissioner recommended acceleration of this pace to ensure that all would be bilingual by June, 1975.

The approximately 30,000 signs erected at national parks and historic sites constitute a major form of communication between branch officials and visitors. Programmes to render all signs bilingual were underway in the three regions at the time of the research teams' visits, and had reached various stages of completion at individual parks and

sites. Spot checks of signs in all regions showed that the texts of bilingual signs were sometimes incomplete or inaccurate in one or the other of the official languages. The Commissioner made recommendations to ensure not only that all signs would be completely bilingual in the shortest time possible, but also that existing and future signs would be accurate and accord equal prominence to texts in both languages. The recommendations also dealt with administrative problems encountered both in Ottawa and in the regions in relation to the authorization, control, translation, production and erection of signs.

The Branch produces a wide variety of publications in conjunction with Visitor Services and Interpretive Services. Some of these are distributed nationally at parks or historic sites, while others circulate only regionally. As was the case with signs, great variance was noted within and among the regions in the availability of bilingual publications. The office made recommendations to increase the pace at which unilingual publications were being translated, and to ensure that methods of distribution and display of publications satisfied the requirements of equality of status of both official languages.

The study clearly showed the pitfalls of producing separate unilingual texts; the practice created problems of determining individual preference when distribution on a mass scale took place at gates and entrances, and also resulted in cases of shortage or misdirection of supplies of publications in one or the other language version.

Other aspects of Visitor Services and Interpretive Services studied include forms, calling cards, advertising, telephone listings, films, slides and recordings. Shortcomings in these areas were often due to the fact that they had been overlooked in the regions because no departmental policy existed requiring change from unilingual to bilingual formats.

This study revealed, as have many others, that the visual aspects of linguistic equality can be achieved through the requisite allocation of funds and energetic administrative action. The most intractable problems relate to linguistic equality in services provided by departmental personnel.

The personnel profile of the Branch is particularly complex due to the administrative and service requirements of national parks and historic sites. Employees providing Visitor and Interpretive Services fall into four broad categories: permanent, seasonal, casual, or contract staff. At most locations, they fill either public-contact or administrative positions, and occasionally both. Their terms of employment vary, as do recruiting and deployment practices within the regions. The length of the Commissioner's report, some 250 pages, as well as the number of recommendations made, reflect this complexity.

A very large percentage of personnel providing Visitor Services fill established seasonal positions. They meet the public at information

kiosks, campgrounds, tennis courts, swimming pools and entrance gates. These people are locally hired and are unilingual, with the exception of those hired in Quebec and at a few locations in the Maritimes. Since language training is not possible or practical for seasonal employees, the Branch must emphasize imaginative deployment of bilingual staff and increased recruitment of bilingual casuals to ensure that maximum use be made of the parks' bilingual capacity on a priority basis.

The parks face great difficulty in ensuring that French-speaking and English-speaking visitors have equal access to scheduled interpretive events conducted by naturalists. At the time of the study, this was the case outside of parks in Quebec, several in the Maritimes and one in the Western Region. Competent, bilingual naturalists are a rare and localized breed. The report discusses various aspects of the recruitment, training and deployment of naturalists with a view to making most efficient use of those on staff, and attracting greater numbers to the Branch. Branch officials had, in the past, discussed establishment of a second school for naturalists in Eastern Canada. The Commissioner therefore recommended that it be established in a French-speaking area, so that language training could profitably be incorporated with technical training.

Some parks and historic sites have been deliberately created as a source of local employment. Re-deployment of staff and recruitment of bilinguals from outside the local communities therefore cease to be possible ways of meeting bilingual staff requirements. In such cases, language training was the alternative recommended.

Concessionnaires provide a wide variety of services to the travelling public at national parks, including basic amenities and recreation. The Office's study revealed that although branch officials were aware that Section 10 of the Official Languages Act applied to concessionnaires, no action had been taken to develop a national policy to bring concessionnaires into compliance with the Act. Individual superintendents had approached concessionnaires, but hesitated to undertake action with reference to concessionnaires while their "own house" was not in good order. The Office withheld detailed recommendations concerning concessionnaires. As a first step, we recommended that the Branch determine its legal status in relation to concessionnaires and report this to the Commissioner.

The excellent co-operation of the Department during the course of this study was continued by quick action before the end of the fiscal year to translate the recommendations into administrative reality. The Branch appointed an officer to develop a detailed administrative plan and calculate the resources required. His report formed the basis of the Branch's request for funds to support its bilingualism programme for the fiscal year 1972-73.

The Commissioner recommended that:

### *NATIONAL HISTORIC MARKERS*

1) The programme for rendering all Historic Markers bilingual be accelerated so as to be completed by June 1975, and that the additional funds needed to meet this objective be made available.

### *Other Recommendations*

The following recommendations apply to all three regions, except in those cases where recommendations specific to regions are indicated.

### *SIGNS*

#### *National Recommendations*

2) within the confines of the parks, all external and internal signs be rendered bilingual by June 1, 1972;

3) upon completion of the bilingual signs programme, a centrally controlled survey be carried out by the Regional Offices to ensure

(a) that no unilingual signs remain;

(b) that the texts have been rendered accurately and correctly in both languages;

(c) that both official languages enjoy equal prominence in all cases;

4) all labels and descriptive texts in museums and other interpretive displays that have not already been rendered bilingual be so rendered by June 1, 1972;

5) Interpretive Services in Ottawa ensure that all colour schemes used for interpretive texts be such that both English and French be equally legible;

6) all faulty French texts be corrected as soon as possible, but no later than June 1, 1973;

7) the Regional Office ask all superintendents to submit texts for emergency warning and temporary signs which might be required, so that appropriate texts and translations can be prepared and distributed throughout the Region in advance of actual need;

8) the National and Historic Parks Branch negotiate with provincial governments in order to obtain permission to replace existing unilingual park approach signs with bilingual ones;

9) within three months after obtaining such permission, the individual parks render the roadsigns approaching the parks bilingual;

10) a qualified member of the park's staff located at the point at which signs are produced be responsible for proofreading sign texts in order to ensure accurate reproduction of the official translation;

11) the Translation Bureau be requested to provide rules for proper hyphenation of French texts;

12) requests for translation be accompanied by a brief statement specifying the context in which the sign will be used;

13) a code for the Telex system be developed to allow for the inclusion of proper accents in French;

14) a bilingual manual of directional and information signs in common usage be compiled and maintained at Regional Office with a copy distributed to each of the superintendents;

15) the Department of Indian Affairs and Northern Development approach the Translation Bureau of the Department of the Secretary of State to arrange for translation services under contract within the region;

16) symbol signs be used whenever possible and a bilingual brochure be issued to the public explaining the meaning of each symbol used;

#### *Central & Western Only*

17) sign painters and other relevant personnel receive rapid language training oriented to reading and spelling;

18) the translation unit of the Department in Ottawa be asked to give priority to requests for public safety and emergency warning signs to reduce the time required to produce these, until such time as translation facilities are available in the Region;

#### *Central & Atlantic Only*

19) any new signs which are erected be bilingual (exception to be made in the case of an emergency sign for which there is no readily available translation);

#### *Atlantic Only*

20) all nature trail signs be in both official languages and where the trails are provided with self-guiding pamphlets, these be bilingual;

#### *Western Only*

21) the Branch develop a system of priorities for translation of emergency signs;

22) in order to prevent confusion on campsite identification, each site within a sector in campgrounds be related to blocks of numbers rather than letters;

23) the names given to thoroughfares, for example, Upper Hot Springs, remain as they are but the kind of thoroughfare be subject to translation, e.g. "Chemin Taylor Road";

24) the superintendent or chief park naturalist at each park undertake a complete inventory of all interpretive texts, plaques and ground signs as the first step towards ensuring that all will be bilingual by June 1, 1972;

25) this inventory be kept up to date by means of the addition of the texts of all new interpretive signs;

26) interpretive signs be subject to the same check for quality at the point of production as was recommended for informational, directional and regulatory signs;

27) all nature trail signs be rendered bilingual or the trails be converted to "self-guiding" trails with numbers replacing the signs and with bilingual pamphlets made available to the public to interpret these numbers (in the latter case, however, if any signs remain they must be bilingual);

28) attention be paid immediately to rendering interior signs bilingual;

29) when signs are placed in a bilingual format, precedence be given to English, i.e., English appear on the left, French on the right, or English above and French below;

## *PUBLICATIONS*

### *National Recommendations*

30) all written material distributed without charge by the National and Historic Parks Branch for public information be provided in both official languages by June 1, 1972;

31) in order to avoid problems of distribution and display, the Branch should consider printing future material under one cover where feasible, rather than in separate English and French versions;

32) when it is not possible to issue bilingual publications under one cover, then both language editions be displayed with each receiving equal prominence;

33) where other federal government publications are displayed, they be in both official languages whenever possible; (Otherwise, the Branch should approach the federal departments or agencies concerned to find out whether bilingual copies may be obtained. If not, the Branch should encourage those departments or agencies to have their unilingual publications translated into both official languages);

34) where non-federal government books and publications are made available in both languages, they be segregated and identified separately as distinct from federal government publications;

35) the Regional Office be responsible for co-ordinating the production of all interpretive programme schedules for its parks, in order to accommodate possible-last minute changes and ensure their production on time in both official languages;

36) in order to prevent distribution and/or shortage problems, the Branch examine its existing inventory control system for publications to determine what improvements can be made so that in the future both English and French editions of publications be at all times available;

### *Western Only*

37) at park entrance gates, only publications bilingual under one cover be distributed to avoid problems of determining language preference and of distribution;

## *VISITOR SERVICES*

### *National Recommendations*

38) the Department's policy on answering correspondence in the language of the correspondent be observed, and all efforts be made to reduce to a minimum delays in answering in the minority official language;

39) the National and Historic Parks Branch approach the Government Telecommunications Agency of the Department of Communications for assistance in placing bilingual telephone listings for each park and Regional office in relevant local directories at the earliest opportunity;

40) all forms, i.e. permits, licences, stamps, used with the travelling public be bilingual by June 1, 1972;

41) all personnel using calling cards be issued with bilingual cards incorporating the two official languages on the same card by June 1, 1972;

42) where bilingual capacity among lifeguards is limited, appropriate notice boards and signaling devices should be developed for lifeguards so that

information can be provided to the public in both official languages; furthermore, all such boards and devices, whether already in existence or to be developed, be bilingual;

43) where and if bilingual wardens are available, they be deployed at stations where public contact is likely to be greatest;

#### *Central & Western Only*

44) in national parks if and so long as resources of available bilingual personnel are limited, then:

(a) an order of priority be developed for the deployment of Visitor Service bilingual personnel based on the frequency of use of various services provided by the parks; such a priority might be as follows:

—Information Attendants

—Campground Attendants

—Swimming Attendants

—Gate Attendants

—Tennis Court Attendants

—Lawn Bowling Attendants

(b) bilingual units be designated and developed where a multiplicity of outlets exists for a particular service, and these be so indicated on the signs and in the literature;

(c) where bilingual service is available in any facility, it be advertised by means of signs and literature;

(d) where only one outlet for a service is available, that outlet must, when it is open to the public, be served by a staff with a bilingual capacity.

#### *Central & Atlantic Only*

45) in the national and historic parks, a system be established for meeting requests for French-language speeches. (This might include setting up a roster of speakers and a repertoire of texts to be used);

46) where demand is present or likely from schools for talks, lectures or similar presentations, material be prepared in both languages for use by school groups. (Such material might include films, slides, recordings, leaflets and other explanatory material for the teacher to use on her or his own);

#### *Central Only*

47) parks should investigate what French news media there are in the area to ensure that French-language groups have equal access to information;

#### *Western Only*

48) all press releases be in both official languages whenever possible;

49) the Branch undertake discussions with the federal department responsible for issuing weather and road reports posted in mountain parks to ensure that those reports be in both official languages;

#### *Atlantic Only*

50) where there is a local French population, the telephone receptionist have some bilingual capability;

51) the Beauséjour and Fundy parks issue press releases in French to *l'Évangéline* and other French-language media;

52) as their bilingual capacity develops, the parks provide school talks in French upon request;

53) in national parks if and so long as resources for bilingual personnel are limited:

(a) an order of priority be developed for deployment of Visitor Service bilingual personnel based on the frequency of use of various services provided by the parks; such a priority might be as follows:

—Information Attendants

—Campground Attendants

—Lifeguards

—Wardens

(b) information booths provide bilingual service at all times that they are open;

(c) where bilingual service is available in any facility it be advertised by means of signs and literature;

### *INTERPRETIVE SERVICES*

#### *National Recommendations*

54) films used in interpretive programmes be made available in French and English and that Interpretive Services in Ottawa distribute each year to all parks relevant catalogues of French and English films;

55) recordings used in the interpretive programmes at historic parks be made available in French and English. Where reproduction in the other official language is not possible for historic or other reasons, an equivalent recording or text should be provided;

#### *Central & Atlantic Only*

56) the National and Historic Parks Branch make available interpretive programmes in both English and French by June 1, 1972;

57) all national parks advertise the availability of interpretive services in both official languages and indicate where and when such service may be obtained;

58) historic parks advertise the availability of guide service in both official languages and indicate where and when such service may be obtained;

59) the National and Historic Parks Branch consider, where necessary, the possibility that historic parks hire bilingual guides on week-ends during the off-season, as well as establish duty-rosters for special services during week-days;

#### *Atlantic Only*

60) the National and Historic Parks Branch investigate the possibility of translating into French the two films at the Alexander Graham Bell museum and, if this proves impossible, they consider commissioning a French film from the National Film Board on the same subject; this also means investigating the extra projection facilities that bilingual service would entail;

61) Prince Edward Island, Fundy and Cape Breton Highlands each have a total of two bilingual naturalists providing service to the public in the summer, beginning in the summer of 1972; this would allow each park to run two separate programmes in French and at two separate locations; all other parks should have at least one bilingual naturalist on staff in the summer

in contact with the public; the French-language naturalist programmes should, where possible, be formally scheduled and advertised in the same way as the English;

62) the planned second permanent naturalist at PEI be bilingual and, if the proposal for the second naturalist in Cape Breton and Fundy is accepted, one of the two naturalist positions in all three parks be staffed with a bilingual;

#### *Western Only*

63) the National and Historic Parks Branch hire sufficient bilingual seasonal naturalists each year to ensure that there is one bilingual person available at the park during all the hours when interpretive programmes and events are available to English-speaking visitors;

64) an attempt be made to schedule French-language interpretive programmes;

65) these programmes, if scheduled, be adequately advertised throughout the park;

66) a sufficient number of bilingual guides be hired to ensure that service in both official languages is available whenever the park is open to the public;

### *PERSONNEL*

#### *National Recommendations*

67) whenever new parks are opened, an adequate number of bilingual personnel be hired right from the start, to fill all public-contact positions;

68) increased accommodation facilities be provided in all parks for casual male and female employees to facilitate hiring casuals from outside the immediate park area;

69) the Director of the Official Languages Branch begin discussions with the Public Service Commission on the development of a new language training programme which can meet the difficult problems imposed by the conditions obtaining in the parks; in particular, this could involve establishing language training programmes within the parks themselves;

70) the Official Languages Branch prepare and distribute language retention programmes to those employees that are presently engaged in language training as well as to those that have completed it;

71) the Branch, in conjunction with local authorities, develop a family French-language programme to be offered on a voluntary basis to all employees wishing it;

72) consideration be given to the establishment of a naturalist school in either La Mauricie, Forillon or Kouchibouguac to provide functionally specific language training;

73) the costs of language training be borne by the National and Historic Parks Branch rather than by the individual region, or alternatively that budgetary allocation for language training be made independent of and without prejudice to the regular training budget;

#### *Central & Western Only*

74) there be at least a sufficient number of bilingual seasonal and casual personnel in sensitive categories such as naturalists, information officers,

lifeguards, gate and campground attendants and guides in all national and historic parks to cover the hours of the day in which service is available to the travelling public;

75) the Regional Office, in order to facilitate the recruitment of bilinguals, draw up a list of suitable bilingual applicants by tapping all sources in the region, and that the list be made available to the parks before any hiring of casuals is undertaken;

76) priority for language training be given to those employees coming into contact with the public, regardless of the rank or category of the employees;

77) the Branch provide, at no cost to the employee, the opportunity to enrol in correspondence courses in the other official language;

#### *Central & Atlantic Only*

78) the Regional Office officials investigate all the possible sources of bilingual personnel both permanent and temporary in the region and devise means of maximizing awareness of openings in the National and Historic Parks Branch. This would include engaging in extensive publicity as well as sending recruiting teams to all institutions likely to produce bilingual recruits;

#### *Central Only*

79) within the National parks in Ontario, at least two of the permanent year-round positions be filled by bilingual incumbents either through recruitment or through language training; where the parks have one or more permanent naturalists on staff, one of those permanent year-round positions should be filled by a bilingual naturalist;

#### *Atlantic Only*

80) there be at least a sufficient number of bilingual personnel in each of the information booth attendant and guide categories in all national parks and historic sites, to cover hours of the day in which service is available to the travelling public;

81) the Atlantic region continue its current practice of filling, in particular, the positions of historic park guide, naturalist and information booth attendant with student casuals as well as the practice of hiring for these positions on a region-wide basis;

82) the search for bilinguals be carried beyond the Atlantic Region if the parks cannot find sufficient bilinguals within the Region;

83) a translation capability be established at Louisbourg as a means of meeting the particular requirements of that park;

84) arrangements be made for a permanent language teacher at Louisbourg;

#### *Western Only*

85) the Western Regional Office become aware of the areas of French-speaking population in Western Canada and seek to recruit people from those areas;

86) the search for bilinguals be carried beyond the Western Region if the parks cannot find sufficient bilinguals in the region;

87) an attempt be made to place students from Western Canada in the Central Region and/or in Ottawa if a large number of eastern students are recruited for service in the West;

## CONCESSIONAIRES

### *National Recommendations*

88) the Branch review all existing contracts with concessionaires to determine what can be done to require concessionaires to comply with the Official Languages Act; the results of this review be made available to the Commissioner by February 29, 1972;

89) the Branch assist concessionaires in providing bilingual signs dealing with public safety; these signs be installed by June 1, 1972;

90) the Branch inform all federal government agencies with facilities in the parks of the requirements of the Official Languages Act, and ensure that the signs and publications of these agencies be bilingual by June 1, 1972;

### GENERAL RECOMMENDATIONS

91) one person in each region be designated as responsible for monitoring the implementation of the Branch's bilingualism programme;

92) the Department of Indian Affairs and Northern Development consolidate and re-issue all departmental directives dealing with bilingual policies;

93) all services to the public be provided automatically in both of the official languages rather than on request;

94) all parks be issued with general purpose English-French, French-English dictionaries of high quality;

95) all parks be issued with bilingual typewriters;

96) all decals and other forms of identification used on branch vehicles be bilingual;

97) all badges and shoulder patches worn on uniforms and designed for public information be bilingual;

98) whatever additional funds and man-years may be required for the implementation of the Official Languages Act be made available immediately;

99) an increased number of man-years be provided as an addition to the Branch's purely operational strength to maintain the necessary level of linguistic effectiveness and to avoid chronic conditions of overwork.

### *g) Air Canada—London and Paris*

In conjunction with a series of studies on Canadian representation abroad, a study team reviewed the provision of services in the two official languages to the travelling public at Air Canada facilities in Paris and London. The team conducted interviews with Air Canada personnel in these cities in September, 1971, to enquire into such features of language of service as signs and publications, and personnel service.

The majority of signs and inscriptions at the Paris offices were posted in the two official languages, but only approximately one-half of the printed material displayed appeared in both English and French. Counter service was entirely bilingual.

Air Canada offices located in London did not fare as well as those in Paris in the provision of bilingual service. Most signs were posted in English and printed matter was not displayed equally in both languages. The Corporation did not provide bilingual counter service at all public-contact points located at Heathrow airport. Neither Paris nor London offices greeted telephone callers in both official languages, nor were they listed in telephone directories in these two languages.

This Office's recommendations proposed that signs, inscriptions, printed matter and telephone services provided by both the Paris and London offices be completely bilingual. Particularly noteworthy was the recommendation that the entire range of Air Canada services, including counter service, be available to the public at Heathrow airport in both official languages.

The Office's report and recommendations went forward to Air Canada on January 14, 1972. The Commissioner recommended that:

- 1) all of Air Canada's signs and inscriptions in Paris and London be fully bilingual by June 1, 1972;
- 2) all of Air Canada's printed matter (folders, brochures, etc.) and all printed matter supplied by other Canadian federal institutions be displayed in the two official languages by June 1, 1972, and that, preferably, the two versions appear under one cover;
- 3) Air Canada take immediate steps to ensure that service be available to the travelling public in both official languages at each of its four public contact stations at Heathrow Air Terminal during all hours of operation;
- 4) callers at all Air Canada offices in London and Paris be greeted in both English and French;
- 5) Air Canada offices in London and Paris be listed in the telephone directory in both English and French.

*h) Farm Credit Corporation*

The Chairman of the Farm Credit Corporation requested the Office to assist FCC in developing a feasible and comprehensive approach to fully implementing the Act as it applies to the Corporation. It was mutually agreed that this Office would first give the Corporation a sort of "reading" on their ability to serve their public in both official languages. This was to be followed by an analysis of the specific problems encountered by the Corporation in implementing the requirements of the Official Languages Act.

The study was launched in September, 1971. During October the study team conducted sixteen interviews with headquarters and Ottawa district office personnel. Their observations showed that the Corporation was well advanced towards compliance with the Act. Our team was, in effect, able to review an existing, recently completed internal report

on bilingualism and widen its canvas slightly. This Office's eight recommendations dealt with deployment of personnel, language training, signs, calling cards, advertising and telephone listings.

The main business of the Corporation is mortgage lending on land and chattels. The key employee in contact with the public is the Credit Adviser who processes loan applications. This involves preliminary visits to farms for assessment purposes and credit checks. Corporation personnel in very few other functions come into contact with the public, so it would seem that recruitment and language training efforts should concentrate on increasing bilingual capacity mainly among credit advisers, particularly since most field offices are one-man operations without clerical or secretarial assistance.

At the time of the study, the Corporation had a staff of 644 employees. Of these, 139, or 21.9 per cent, were stated to be bilingual. The distribution of bilinguals varied from none in British Columbia to 61 per cent in the Province of Quebec. The Corporation had taken steps to ensure bilingual services in a number of its public-contact offices across the country, but was uncertain whether the number should be increased.

It was evident that the Corporation was making serious efforts to increase its bilingual capacity through language training, since it imposed no limitations on the number of people who might apply for language courses. In addition, the Corporation also made use of a lateral transfer programme which involved sending English-speaking employees to Quebec and French-speaking employees to English-speaking Canada. However, the Corporation had not, at the time of the study, established a language retention programme.

The main publicity brochure for farmers was produced in a bilingual tumble format. All forms used or seen by the public were either bilingual under one cover, or available separately in both English and French.

FCC advertised mainly in the weekly or monthly national farm papers and magazines in either English or French. There is no French-language farm press outside Quebec. On the assumption that the Quebec French-language farm publications were distributed in New Brunswick and Eastern Ontario, the Corporation did not advertise in the French weekly non-farm press outside of Quebec. Hence, it appeared that French-speaking farmers in those parts of the country where French-language farm publications from Quebec were unavailable did not have access to information in their own language. Neither did the farmers in those parts of the country lacking a French press of any kind.

The researchers discovered no clear departmental policy on the use of the official languages on signs at premises occupied by FCC.

Head Office signs were completely bilingual, while with a few exceptions in Alberta, Ontario and Quebec, all other signs were unilingual, either in English or French.

This Office considered that the Farm Credit Corporation, with offices throughout Canada, should be able to serve its public in both official languages in widely diverse areas. However, it recognized that expecting the Corporation to provide services in both English and French in all of its more than one hundred offices across Canada would be unnecessary and unreasonable. The Commissioner therefore recommended the deployment of bilingual personnel to offices located in, or serving, areas containing important official-language minorities.

In March, 1972, the Corporation reported that it was taking action to implement all the Commissioner's recommendations. Because of budgetary limitations the date of completion for Recommendation 5) was forecast as July 1, 1973, instead of September 1972, as stipulated.

The Commissioner recommended that:

1) the Farm Credit Corporation deploy its bilingual personnel to ensure bilingual service in the following areas:

Alberta—Edmonton, Peace River, Athabaska

Saskatchewan—North Battleford, Saskatoon, Regina, Prince Albert, Assiniboia

Manitoba—Winnipeg, Portage la Prairie, Brandon

Ontario—Ottawa, Cornwall, Toronto, North Bay, Chatham

Quebec—Hull, St. Jean, St. Jérôme, St. Hyacinthe, Sherbrooke, Waterloo, Valleyfield, Ste. Foy

Maritimes—Moncton, Grand Falls;

2) the bilingualism adviser of the Farm Credit Corporation, with the assistance of the Language Bureau of the Public Service Commission, develop language retention programmes suitable to the Corporation's particular needs;

3) an effort be made to provide language training to the spouses of employees enrolled in the language programme;

4) the Corporation encourage and sponsor enrollment of employees in language correspondence courses over and above regular Language Bureau courses;

5) all signs in all Farm Credit Corporation offices be made bilingual by September, 1972;

6) all calling cards of authorized employees be printed in a bilingual format;

7) the telephone listings of all FCC offices be bilingual in the appropriate local directories;

8) the Farm Credit Corporation place its advertising in the French and English press, in the existing French-language and general-interest publi-

cations, and in bilingual format in the unilingual press in those parts of the country where farmers are not served by a daily press in both languages.

i) *Department of National Revenue (Customs and Excise)*

In January, 1972, the Office of the Commissioner launched a study to ascertain the availability and extent of bilingual services provided to the public by the Department of National Revenue (Customs and Excise). This decision was taken on the strength of the broad and numerous points of contact the Department has with the public, both resident and travelling, and because a number of complaints were registered with the Commissioner against the Department for its alleged failure to comply with the Official Languages Act.

The investigation focused on the Department's headquarters as the central source of direction and control responsible for planning and formulating policies and programmes relating to the provision of services in the two official languages. Since the Customs and Excise sectors differ in their type of operations and contact with the public, information about them was collected separately.

The study team held approximately twenty interviews with departmental officials at headquarters. In addition, the six regional directors of the Customs Operations Branch were interviewed in Ottawa.

The study team was analysing the information obtained in Ottawa at the end of the fiscal year.

j) *Air Canada—Headquarters*

This study, launched on December 17, 1971, reflected a continuing concern with the travelling public. It took the form of a policy "audit" or review of Air Canada's bilingualism programme as it was being conceived and exercised from headquarters in Montreal. This review was, in a sense, a natural sequel to our conversation with the corporation about action taken on the special study of Ottawa International Airport and on the recommendations which the Commissioner had been making as a result of investigations by the Complaints Service.

Information for the study was obtained during the period February 9 to February 25, 1972, through interviews, questionnaires and telephone calls. Based on the findings of the study, the Commissioner made 33 recommendations to the corporation.

The study team found that Air Canada was actively engaged in the implementation of bilingualism, although its efforts and achievements were more visible in Quebec than anywhere else. Indeed, the company attained considerable success with respect to rendering bilingual its signs, forms and publications. In aspects such as purchase specifications, announcements and other oral communications, advertising and public relations programmes, and correspondence, some

corrective action was required to ensure full compliance with the Act. The major deficiencies, however, existed in the company's plans, procedures and activities to develop and deploy the human resources needed to ensure provision of services in both official languages across the country and abroad.

Historically a predominantly English-speaking institution, Air Canada experienced difficulties shedding traditional attitudes and practices which were at variance with the spirit and intent of the Official Languages Act. The company needed to elicit the co-operation of its employees and actively involve them in promoting its bilingualism programme. Also, there was definite need for a control mechanism to ensure that policies and directives emanating from the headquarters would be followed throughout the whole system.

A massive reorganization in 1970 to increase the company's efficiency and to reduce costs led to a lapse of the bilingualism programme, which began partially in 1969. The nation-wide economic slowdown in 1970 forced the company to reduce staff; in that process, it lost many bilinguals because they lacked seniority. This economic austerity also curbed the hiring of ground and flight personnel. Qualifications for a stewardess are apparently quite exacting, and the requirement of bilingualism has only added to their stringency.

The company's good intentions and activities were frustrated by the lack of an ultimate objective and an overall plan for ensuring bilingual services automatically across the country and abroad. Bilingual employees were being used in positions where unilinguals could serve the purpose. In its attempt to acquire bilinguals, Air Canada was concentrating mainly on Quebec, and was not fully reaching out to sources of bilingual population outside Quebec and to educational institutions producing bilingual graduates. Pressures from various quarters in the country and abroad to hire locally were thwarting the company's efforts to provide adequate bilingual service.

Deployment of bilingual personnel to meet the need, where it existed, was limited in management's view by the reluctance of some employees to move, by seniority and bidding rights acquired by employees and by restrictions imposed by union agreements. Those who were willing and able to move did not wish to do so owing to the lack of incentives provided by the company.

In the light of these difficulties, the one way Air Canada could develop its bilingual human resources was by training unilingual employees. But language training, which began several years ago, was being given to employees on a scale and in a manner that was less than adequate for the requirements of the corporation; moreover, retention measures were non-existent.

The Commissioner recommended that:

#### *General*

- 1) pending its promulgation of a more formal bilingualism policy and procedure, the corporation, through its Secretary and Customer Service Branches, implement the recommendations contained in this report;
- 2) every effort be made, especially through fuller internal and external information programmes, to develop attitudes and create an environment conducive to Air Canada's active, methodical, and full compliance with the Official Languages Act;
- 3) the company place high priority on meeting the requirements of the Official Languages Act across its system in Canada and elsewhere;
- 4) the company, in recognizing its position as Canada's national and international airline, accept the existence of overall regular demand for bilingual service to the travelling public across the system in Canada and elsewhere, and that it therefore accept the providing of such service throughout the system as a permanent objective, (all existing and future measures to provide bilingual service to that public should be regarded and assessed as steps to that end);

#### *Deployment of Personnel*

- 5) steps be taken immediately, including the use of incentives, to increase to the maximum the number of bilinguals willing and able to transfer to public-contact positions in locations where bilingual capacity is required;
- 6) all possible steps be taken to ensure that no flight lacks the necessary bilingual capability, (pending a more permanent solution, Air Canada should consider such measures as offering financial inducements, substituting bilingual for unilingual stewardesses on flights lacking the necessary bilingual complement, or other interim means);

#### *Recruitment*

- 7) all possible sources of supply of bilinguals capable of fulfilling the statutory requirements to serve the travelling and other public within the meaning of the Official Languages Act be explored with a view to a maximum increase in the supply of bilinguals entering the corporation's service, and that, where local hiring inhibits such increase, the hiring area extend as necessary beyond the locality;

#### *Language Training*

- 8) extensive and intensive English-language and French-language training be made available to public-contact employees on a scale designed to meet from within Canada the company's requirements for bilinguals in the shortest possible time;
- 9) Air Canada make use of all available and reputable language training facilities offered by public and private enterprises across the country;
- 10) Air Canada make such language training available under whatever conditions are most conducive to results, whether it be on company time and at company expense, or after hours and with suitable incentives, or any combination of these conditions;
- 11) employees self-assessed as being bilingual be objectively tested and the results be kept in the company's personnel inventory, thus providing the

basic information essential to planning and reviewing manpower development on a continuing basis across the system in Canada and elsewhere;

12) in addition to language training programmes the corporation establish retention programmes in order to protect its investment by maintaining the acquired bilingual capability;

#### *Controls*

13) a senior officer at the Region and/or District levels be entrusted with the primary duty to ensure implementation of the requirements of the Official Languages Act, through whom the Policy Committee on Bilingualism can directly or indirectly achieve timely results;

#### *Forms*

14) the few Air Canada public-use forms still remaining unilingual be rendered bilingual within the next six months;

15) all stamps employed to obliterate, validate or cancel public-use forms be rendered bilingual or alingual within the next six months;

#### *Advertisements*

16) sales promotion advertising be published in both official languages as required by Section 7 of the Act and Air Canada consult the Federal Identity Program Division of Information Canada with a view to applying the requirements of Section 7 throughout the country;

17) by virtue of Sections 2, 9 and 10 of the Act, sales promotion advertising in media other than publications reflect the principles outlined in Recommendation 16;

#### *Signs*

18) all of Air Canada's signs and inscriptions for the information or direction of the public be rendered fully bilingual by the end of the current corporation fiscal year;

#### *Correspondence*

19) adequate translation service be ensured in both official languages to the public whether through in-house or outside facilities or a combination of both, and that general support staff and/or French-speaking officers not be called upon or indirectly required to do translation over and above their normal duties. All planning in this regard should, in relation to equality of status, include the features of quality of language and comparative delay in answering correspondence in French and in English. The Corporation should explore techniques for reducing any unequal delay, including that used by the Public Relations Branch of communicating text and translation by Telex rather than by regular mail, with some code developed to add accents in French for the benefit of unilingual English receivers.

#### *Public Relations*

20) whatever steps are necessary be taken at the corporate headquarters to ensure that

(a) the bilingual image of Air Canada as a federal institution is developed, and

(b) all public relations material for use in the Regions in Canada are produced in both official languages wherever media in both languages exist, so as to keep the two language groups equally informed;

21) all calling cards used with the travelling public or with any local public consisting of both official language groups be rendered bilingual either on one or both sides by the end of the company's fiscal year;

#### *Other Printed Materials*

22) Air Canada take such steps and make such provisions as are required to render supply specifications bilingual except in those cases where the clearly defined language of the supplier would render the translation unnecessary; and construction contracts and attendant documents be rendered bilingual within the next year;

#### *Airport Announcements*

23) provision be made at all airports where Air Canada makes announcements for the benefit of the travelling public, to ensure that such announcements are made at least in both official languages giving proper precedence to the major official language of the area at home and abroad;

24) when Air Canada must page a particular person, then the paging be in the language specified by the person requesting the paging, otherwise at least in the two official languages;

#### *In-Flight Announcements*

25) Air Canada ensure by whatever means at its disposal that on all flights a suitable capability exists to make in-flight announcements satisfactorily in both official languages, whether the capability lies in a single bilingual or in two or more persons with complementary mother-tongue proficiency;

26) as a step towards making Canada's national carrier reflect its bilingual character and as a facet of achieving maximum customer satisfaction, pursers be encouraged to help promote Air Canada's bilingual image to the travelling public;

#### *Personnel Generally*

27) the corporation establish

(a) the number of bilinguals and the level of second-language proficiency required both in the aggregate and at each base and office to serve the public satisfactorily in both official languages,

(b) the number of bilinguals currently on hand in the aggregate and at each base and office who are truly capable of providing that service,

(c) the number of bilinguals possessing the requisite levels of proficiency in the aggregate and at each base and office, who must be produced through hiring or language training or a combination of both to make up the difference between (b) and (a) with the least delay;

#### *Flight Attendants*

28) henceforth, as a further step towards the attainment of satisfactory bilingual service on all flights, all new flight attendants, before they are assigned to flight duty, possess such proficiency in the two official languages as to be able to serve the travelling public suitably in both, and that they either possess that proficiency at the time of hiring or acquire it through company means within eighteen months thereafter;

#### *Ground Personnel*

29) the precise number of bilinguals needed for public-contact ground positions across the system in Canada and elsewhere to meet the require-

ments of the Official Languages Act be determined on a first priority basis; similarly the bilingual capabilities already within the company be ascertained; a plan be worked out to bring the above two elements together by 1974; every effort be made to recruit bilinguals and that some pooling arrangements be worked out so that Regions and Districts will have access to all available resources;

30) language training be effectively made available either within the corporation or outside to public-contact ground personnel on a scale and in a manner designed to achieve the 1974 objective, whether it be on company time and at company expense or after hours and with suitable incentives, or any combination of both;

#### *Telephone Identification and Information*

31) in all offices in communication with the travelling public and in those offices in communication with a local public consisting of both official language groups, telephones be answered and the office identified in both official languages, giving precedence to French in Quebec and to English in the other provinces;

32) in the offices described above, where more extensive information than in the previous recommendation is required over the telephone, the person answering the telephone, if bilingual, change into the language of the caller, and, if not bilingual, possess such courteous phrases and sentences in the other official language as to be able to keep the caller waiting until another person can be brought on the line who can deal with the caller in the latter's language, (the same phrases should be taught to all unilingual ground and flight staff dealing directly with the public);

#### *Concluding Remarks*

33) all ground and flight staff dealing directly with the public take the initiative of offering service in both official languages where required by law, rather than merely responding to requests or complaints;

34) in implementing the preceding recommendations, Air Canada maintain close liaison with the unions, particularly CALEA, CALFA, CALPA and IAMAW.

#### *k) Department of the Environment—Atmospheric Environment Service Branch*

In January, 1972, this Office launched a study on the AES headquarters efforts to formulate a bilingualism policy in conformity with the Official Languages Act. Headquarters operations were examined with a view to determining how the Branch might best provide services to its public in both official languages.

The study team held a series of ten interviews with headquarters officials in Toronto from January 31 to February 4, 1972. The Commissioner sent the findings and his recommendations to the Branch at the end of March.

The activities of the Atmospheric Environment Service Branch include research, consultation, forecasting and the transmission of forecasts and climatological information to the public. The Branch has a

general public, both travelling and stationary, comprised of individuals who require weather information for the performance of their jobs or the pursuit of recreation; and a specialized public consisting of the media, industry, and provincial and federal government departments. An essential element of this service is the need to deploy personnel at weather offices 24 hours a day in order to prepare and transmit round-the-clock information. The Branch's responsibility is complicated by the additional necessity of making its information available in both official languages in all regions of Canada. The study team learned that the AES, in the normal course of preparing and transmitting weather data, employs sophisticated telecommunications. The Commissioner recommended that the already available telecommunications system be utilized in a more effective manner so as to not only serve the Branch's purpose, but also to fulfil the requirements of the Official Languages Act.

In all, the Commissioner made 45 recommendations covering all areas of service to the public, including signs, publications, public relations, forecast information, translation facilities and personnel. In his sixteen recommendations concerning personnel, the Commissioner pointed to the need for increased language-training, in-service technical courses in French, and the establishment of French-language units for recruitment and language retention purposes.

The Commissioner recommended that:

- 1) an inventory be taken of all signs identifying AES premises across Canada to ascertain those requiring conversion either because of the absence of one of the official languages, or because the text in one language may be incomplete, less legible than the other language version, or grammatically or otherwise incorrect;
- 2) the Service consult with other federal government departments to establish whether they or the Service are responsible for rendering signs bilingual;
- 3) the Service urge other departments to ensure that the signs within their jurisdiction identifying AES premises be rendered bilingual by September 1, 1972;
- 4) the Service ensure that all regional directors receive guidelines for the conversion of unilingual or inadequate texts so that all signs will be bilingual by September 1, 1972;
- 5) a directive be sent to regional directors requiring all future signs to be produced in conformity with the above recommendations;
- 6) the Service establish and maintain an inventory of all publications originating at headquarters and in the regions, and being used internally or by the public, including forms, manuals, maps, and other documents;
- 7) a system of priorities be developed for submitting for translation all of the above publications which are available only in one language;
- 8) all future publications be automatically published in both languages, under one cover whenever possible;

- 9) the internal newsletter "Zephyr" be produced completely in both official languages;
- 10) all unilingual forms, weather maps, manuals and directives produced either by headquarters or by regional offices be submitted for translation by July 1, 1972;
- 11) the Service ensure that all press releases issued by headquarters or by regional offices be issued in both official languages;
- 12) in areas where the majority of the media is in the English language and the local population is English-speaking, a special effort be made to contact French-language media when press releases are issued;
- 13) the Service adopt a policy and issue a directive to the effect that all future displays and exhibits contain labels or descriptive texts in both official languages;
- 14) AES headquarters take appropriate steps to render labels and descriptive texts of all its permanent displays bilingual by June 1, 1972;
- 15) an effort be made to ensure that the public visiting the Service's exhibit at the Ontario Science Centre is served equally in both official languages;
- 16) tours through weather offices be scheduled, where possible, so that the visiting group will be served in English or French as required;
- 17) AES headquarters ensure that educational material and French-language films be distributed to major and minor weather offices across Canada which are located close to a centre of French-speaking population;
- 18) since in all regions there exist both English and French populations and/or media, the major weather offices (WO1) in Vancouver, Edmonton, Winnipeg, Toronto, Montreal and Halifax issue Public Inland forecasts, synopses and other relevant weather information in both official languages;
- 19) whenever weather information is provided orally by telephone or by other means, there be a bilingual capacity during all hours of service in the National Capital Region, in eventually proclaimed bilingual districts and in all localities where there is a significant minority speaking one of the official languages;
- 20) the marine forecasts, synopses and other relevant weather information issued from the Halifax weather office (WO1) be in both official languages;
- 21) whenever the marine forecasts and synopses for the Great Lakes and the St. Lawrence Seaway are transmitted in written format, they be in both official languages;
- 22) whenever specialized forecasts and bulletins, such as those concerned with agriculture, forest protection, snow removal, gas dispatching and others, are provided in written format or orally, they be transmitted in the official language or languages of the receiving organization and media;
- 23) steps be taken to ensure that consultation services are available in both official languages initially at national headquarters and in the Quebec region, and also at the major weather offices in the other regions where consultation in the minority official language is likely to be required, as soon as these offices have a bilingual meteorologist on staff;
- 24) Service officials negotiate with the Translation Bureau to establish a system which will enable all major weather offices to have access to translation facilities 24 hours a day;

- 25) the Service estimate its immediate future needs for translation based upon the recommendations in this report, as well as long-range needs to enable the translation unit of MOT to properly equip itself to meet these demands;
- 26) an inventory of job descriptions identifying and locating those positions calling for public contact be immediately centralized at headquarters;
- 27) personnel records indicating individuals' language competency be devised and kept up-to-date at headquarters;
- 28) priorities be established as to areas of greatest need for bilingual personnel;
- 29) serious consideration be given to recruiting more bilinguals and unilingual Francophones to make it possible to serve the public in both official languages;
- 30) French-language technical instructors be provided for the Air Services Training School and Upper Air Training School and all other training programmes for technicians and professionals in order to attract unilingual Francophones into the Service;
- 31) French- and English-language training as needed be incorporated into the in-service training provided for professional and technical recruits;
- 32) bilingual technical and support staff be recruited regionally for intra-regional posting and nationally, when regional recruitment does not produce sufficient numbers of bilingual personnel;
- 33) where transfers of support staff across regions are not feasible, unilinguals be recruited and provided with language training;
- 34) the major weather offices be manned with sufficient bilingual staff to provide 24-hour bilingual service to the public;
- 35) unilingual Francophones be hired for posting in some Quebec offices so that present bilingual incumbents may be transferred to locations lacking sufficient bilingual personnel;
- 36) French-language units be used as a source of supply for bilinguals and as a vehicle for unilingual Francophone recruitment as well as for career advancement;
- 37) in order to realize career advancement through opportunities to work in both languages, cross-region postings be made available to technicians and professionals;
- 38) headquarters, with the collaboration of the Service bilingualism coordinator, take the responsibility for setting out priorities for regional supervisors to note in selection of field personnel for language courses with due regard to those in public-contact positions at whatever level and grade;
- 39) support staff, including especially telephone clerks with continuous public contact in the weather offices, be considered for language training;
- 40) negotiations be completed with the French Language Training Centre, of the Civil Service Commission of Ontario, for two monitors to work at AES headquarters with the 32 staff already on course as a means of retaining language skills and enthusiasm and of encouraging others to go on language courses;

41) for retention purposes, personnel having attained some degree of linguistic competence be posted in areas where the newly-acquired language may be utilized;

42) French-language units be used to post bilingual Anglophones able and eager to work in French so as to maintain and improve acquired language skills;

43) a permanent co-ordinator for bilingualism be appointed for AES, either at the Service or the departmental level;

44) this person be appointed to a level which will permit him to ensure the implementation of programmes and to establish adequate reporting back systems;

45) where bilingual service is available, service to the public be offered automatically in both official languages rather than only on specific request.

#### *1) Canadian National—Headquarters*

At the end of the fiscal year, the Commissioner informed CN of his intention to study the company's headquarters with a view to examining its policies, plans and achievements in providing bilingual services to the travelling and general public. The study of CN was yet another added to a list of institutions furnishing transportation facilities which this Office studied during the fiscal year. The decision to carry out a special study of CN stemmed from the following facts: the company had been engaged in its programme of bilingualism for years; as a national transportation company, CN has a special obligation to provide service to the travelling public in both official languages; and many complaints received by the Commissioner concerned this institution.

## Chapter III

### COMPLAINTS: "NOW YOU'RE TALKING"

In Chapter III of his first annual report, the Commissioner set out the basic functions of his Complaints Service as well as the methods followed in its investigations. A second year of experience has enabled the Service to study complaints with a better understanding of the Official Languages Act and of the universe in which the Act must be applied.

Practising jurists find it helpful to delve into legal texts which allow leeway for interpretation. The Act which the Commissioner has the mandate to administer contains several provisions demanding study in the light of the facts or circumstances brought out in complaints. Each case requires individual examination, and often it is not possible to propose general solutions or ones applicable to a group of situations. The Commissioner's authority rests on his power to submit recommendations to federal institutions and to report on his activities directly to Parliament. He bases his recommendations on an objective and careful analysis of versions offered by the complainant and the institution concerned. Sometimes investigations demand on-site visits in Ottawa or elsewhere. When it proves necessary to visit a regional or local office, the Commissioner asks the cooperation of the top management of the institution itself.

#### *A. The Complainant*

The Complaints Service opens a file for every complaint or grievance entrusted to it. Any complaint involving language and a federal institution is admissible for investigation under the Act. Complaints officers nevertheless examine complaints not fitting into this category, and may then suggest to the Commissioner, after obtaining the complainant's permission, referral to the proper authority.

The general philosophy the Commissioner and his colleagues share consists of avoiding “bureaucratic” answers and of acting in the broadest spirit of ombudsmanship: never against the law but, if necessary to help the citizen, “beyond” the law. This approach means that the ombudsman must never shut his door (at least during office hours . . .). If he cannot help the complainant officially under the Act, he should try either to explain clearly and simply to the complainant why all the possible “doors” seem closed, or unofficially to find him or her the “right door”—the valid recourse—on which the ombudsman is ready to knock in the complainant’s name. Obviously, if the subject matter of the complaint is “trivial” or if the complaint is “frivolous or vexatious or is not made in good faith”, under the Act the Commissioner may refuse to investigate it, giving his reasons (it has never yet proven necessary formally to invoke this Section 26(4) for such a refusal). In all other cases, the complainant can expect to receive from the Commissioner the assurance that his or her grievance will lead to an investigation—or at least to a serious effort to find a satisfactory answer to his or her problem.

The Complainant can count on the Commissioner’s complete discretion. The complainant’s name will not be revealed without his or her explicit authorization. A person may lodge a complaint anonymously, but plainly cannot then be informed of the investigation’s results and the complaints officer cannot get in touch with the complainant should extra information be required.

Whatever the manner used to lodge a complaint, it is in the complainant’s interest to facilitate the investigation by giving the Commissioner or his representative as many details as possible: for example, the time, date and place of an incident, as well as a full description of the facts surrounding it.

Complainants are invited to use any means—letter, telegramme or personal visits—they find convenient for presenting their grievances. Those who prefer not to write or who cannot come in person can telephone: the Commissioner’s Office is one of the first federal institutions to place at the public’s disposal toll-free long-distance telephone access from anywhere in Canada. From the beginning of January 1973 this service was extended to cover local office hours in all the country’s time zones. Some complainants using this service still prefer to send the Commissioner their written version of the facts, expressed precisely in their own terms, to limit the risks of ambiguity.

In some cases, complainants must wait a certain time before learning the investigation’s results. If the facts alleged in the complaint show an infraction of the Act, the Commissioner makes recommendations to the institution concerned and “negotiates” with it the manner and timing of their implementation. The institution may take a fairly

long time to gather the information for its reply, especially when the head office must communicate with its regional or district representatives. The main thing is to get corrective action or reform whenever a breach of the Act occurs. Should an institution refuse to give effect to the Commissioner's recommendations, complainants will understand that the only means at the Commissioner's disposal is to spell out, and, if he sees fit, comment on, this inaction in a report to Parliament.

A number of public servants complain to the Commissioner that the implementation of bilingualism programmes might harm their advancement within the Public Service. In many such cases the Commissioner discovers no infringement of the Act. However, in nearly all these cases, he brings the grievance to the attention of the proper authorities, even while recognizing that he does not always hold jurisdiction allowing him to pronounce judgement on the Government's decisions and make formal recommendations. A need seems to exist within the federal administration for additional procedures to look into certain kinds of linguistic grievances concerning federal employees. Meanwhile, the Commissioner will continue, without deliberately impinging on the jurisdiction of other authorities, to explore with any federal employee any "gray area" where a complainant may be having trouble. The Commissioner is of course glad to assist parliamentarians or union leaders who may wish to refer to him cases which are brought to their attention.

### *B. The Institution*

When a complaint falls within the Commissioner's jurisdiction, Section 27 of the Act obliges him to inform the deputy head or other administrative head of the institution concerned of his intention to investigate. This procedure is merely a simple device to meet two aims: to allow the Commissioner to follow the Act, and to inform the institution concerned about complaints the Commissioner has received, even before an investigation begins.

In the Office's practice, this notice of intention includes a description of the complaint including all relevant facts supplied by the complainant. The Commissioner asks the institution to let him have its side of the story (both facts and explanations) and to mention, wherever appropriate, the steps it intends to take to meet the Act's requirements in future. After examining the complainant's and institution's versions, and completing all necessary interviews and research, the Complaints Service proposes to the Commissioner suitable recommendations, should this seem indicated.

During the fiscal year 1971-72, federal institutions sent the Commissioner versions which one might classify in two main categories. Certain institutions offered explanations which merely held to the letter of the Act, interpreting narrowly Section 9(2)'s standards of "significant demand" or the administrative "feasibility" of possible corrective action. Other institutions, however, displayed broader judgement by going beyond the letter of the law to meet further its spirit and to propose reforms of a scope greater than the immediate complaint suggested. A few departments even extended their efforts to the whole country. Obviously, such initiatives can bring concrete results only after a certain time, but reforms in depth inevitably take time within the federal administration in such a complex area as bilingualism.

Federal institutions should always be aware that the explanations they give the Commissioner will be sent on to complainants and may eventually go into his annual report to Parliament. This could leave an unhappy impression in cases where administrators might offer an inaccurate or "unconstructive" interpretation of some of the Act's provisions. For example, the Act demands that bilingual services be automatically offered in certain places, without awaiting an explicitly expressed demand from the public. It is no secret that before the Act took effect many federal departments and agencies were accustomed to serving the public only in English. Today these institutions should be taking initiatives to inform their French-speaking clientele that the situation has changed since September 7, 1969.

### *C. Summary of activities*

#### *1. Breakdown of Complaints*

In 1971-72, the Complaints Service opened 745 files, a considerable increase over the 181 complaints received last year. The 66 files under study as of March 31, 1971, were closed during 1971-72, making a total of 668 files which were closed during the second year.

TABLE 1. Number of Files by Year

	1970-71	1971-72
Opened	181	745
Closed	115 (64%)	602 (80%)
Still Active at the End of the Fiscal Year	66 (36%)	143 (20%)

TABLE 2. Cumulative Total of Files for the First Two Years

Opened	926
Closed	783 (85%)*
Still Active	143 (15%)

\*The 66 files still active as of April 1, 1971, are included in this total.

This increase in complaints is no doubt due to the fact that the Office of the Commissioner and the Official Languages Act became better known as a result of the Commissioner's visits to different parts of the country and of an information programme organized by his Office. Factors such as the decennial census, which are the responsibility of certain agencies, must also be taken into account.

The 745 files opened may be classified as follows:

TABLE 3. Files Opened in 1971-72

	Closed	Still Active
Admissible Under the Act	492 (82%)	118 (83%)
Inadmissible Under the Act	110 (18%)	25 (17%)
	602	143

TABLE 4. Language of Complainants

	1971-72	1970-71
English	154 (21%)	44 (24%)
French	591 (79%)	137 (76%)

TABLE 5. Method of Submitting Complaints

By Letter	516 (69%)
By Referral	32 (4%)
In Person	40 (6%)
By Telephone	133 (18%)*
Other Means (telegram, newspaper, note, etc.)	24 (3%)
	(100%)

\*The increase in complaints made by telephone is due to the invitation made in posters and newspaper advertisements to phone collect the Office of the Commissioner.

TABLE 6. Origin of Complaints

	1971-72	1970-71
Newfoundland	2 (0.3)	0 (0.0)
Prince Edward Island	13 (1.8)	2 (1.1)
Nova Scotia	12 (1.6)	0 (0.0)
New Brunswick	43 (5.8)	10 (5.5)
Quebec	167 (22.4)	54 (29.8)
Ontario	222 (29.8)*	73 (40.3)
Manitoba	71 (9.5)	12 (6.6)
Saskatchewan	53 (7.1)	22 (12.2)
Alberta	131 (17.6)**	1 (0.6)
British Columbia	20 (2.7)	6 (3.3)
United States	5 (0.7)	
Great Britain	1 (0.1)	
France	2 (0.3)	1 (0.6)
Austria	1 (0.1)	
Chile	1 (0.1)	
Senegal	1 (0.1)	
	745 (100%)	181 (100%)

\*Complaints originating in the National Capital are included in this total.

\*\*For the most part, these complaints were directed against the Canadian Broadcasting Corporation from the St-Paul-Bonnyville-Lac La Biche area.

TABLE 7. Receipt of Complaints (Distribution by Month)

	Number of Complaints Received During Month	Cumulative Total
April	45	45
May	71	116
June	85	201
July	49	250
August	34	284
September	24	308
October	17	325
November	57	382
December	61	443
January	59	502
February	58	560
March	185	745*

\*The number of complaints received in March 1972 exceeded the total number lodged during 1970-71. This is partly the result of more varied publicity made by the Office of the Commissioner.

## 2. *Complaints Admissible Under The Act*

TABLE 8. Language of Complainants

English	94 (15%)
French	517 (85%)
	611

TABLE 9. Nature of Admissible Complaints

Language of Work	62 (10%)
Language of Service	549 (90%)
	611

TABLE 10. Federal Institutions Cited in Admissible Complaints

Agriculture	3
Air Canada	30
Auditor General's Office	1
Bank of Canada	1
Canadian Broadcasting Corporation	139
Canadian International Development Agency	1
Canadian National Railways	33
Canadian Pension Commission	1
Canadian Radio-Television Commission	2
Canadian Wheat Board	1
Commissioner of Official Languages	2
Communications	3
Company of Young Canadians	1
Constitution (Joint Parliamentary Committee on the)	2
Consumer and Corporate Affairs	4
Energy, Mines and Resources	4
Environment	10
External Affairs	15
House of Commons	8
Indian Affairs and Northern Development	10
Industry, Trade and Commerce	5
Information Canada	6
Insurance (Department of)	1
Justice	2
Manpower and Immigration	20
National Capital Commission	3
National Defence	11
National Film Board	1
National Gallery of Canada	1
National Health and Welfare	12
National Library of Canada	2
National Museums of Canada	2
National Parole Board	2

National Research Council	4
National Revenue (Customs and Excise)	13
National Revenue (Taxation)	21
Post Office	40
Privy Council Office	1
Public Archives	2
Public Service Commission	25
Public Works	7
Regional Economic Expansion	4
Royal Canadian Mint	2
Royal Canadian Mounted Police	7
Secretary of State	19
Senate	2
Solicitor General	9
Statistics Canada	71
Supply and Services	3
Tax Review Board	1
Transport	24
Treasury Board	2
Unemployment Insurance Commission	13
Veterans Affairs	2
	611

TABLE 11. Admissible and Inadmissible Complaints\*

Files Closed	602	
Admissible complaints	492	
Admissible and justified complaints		262 (53%)
Admissible complaints not justified		230 (47%)
		492

\*An admissible and justified complaint is a complaint involving language and a federal institution which reveals a contravention of the Official Languages Act.

Thus, 262 (nearly 44%) of 602 settled complaints received in 1971-1972 were admissible and justified.

TABLE 12. Admissible Complaints From Public Servants (as Public Servants) Including Members of the Armed Forces and Employees of Crown Corporations.

		Justified	Not Justified	Still Active
Anglophones	35	6	19	10
Francophones	30	12	12	6
	65			

TABLE 13. Nature of Admissible Complaints From Public Servants

	Anglophones	Francophones
Language Test	4	0
Language Courses	10*	2*
Competitions, nominations, duties, designation of language requirements	15	13
Working conditions	6	15
	35	30

\*This includes 6 English speakers and 1 French speaker who desired access to second-language training.

D. *Summaries*

The following summaries give a brief description of the nature of complaints settled during 1971-72, as well as of the steps the Commissioner took to find solutions for them under the Act. In several cases, the reader will find the text of recommendations he made to the federal institutions in question. A few isolated cases which, for example, might have revealed a complainant's identity or which seemed extremely minor are left out.

The first part of the summaries touches on complaints admissible under the Act—that is, those involving both language and a federal institution. These are grouped in alphabetical order. The second part includes complaints not admissible, on the following subjects:

- Bilingualism (Policy of)
- Education
- Private firms
- Provinces
- Public Service Alliance of Canada
- Telephone

1. *Complaints Admissible*

AGRICULTURE

*File No. 109 — Circular Letters*

A number of departmental public servants working in Quebec complained that they received circular letters drafted solely in English from the Division of Veterinary Hygiene. The circular letters explained the legislation on which their work was founded.

Following the Commissioner's intervention, the Department translated the two circular letters, and stated that all circulars would henceforth be available in both official languages.

*File No. 123—Language of Work*

A French-speaking veterinarian reproached the Department for not respecting his rights regarding the choice of language he used during study sessions.

Since the situation seemed to be on the point of being corrected to the satisfaction of all interested parties, by virtue of grievance procedures existing within the Department, the correspondent did not wish to submit a formal complaint to the Commissioner.

*File Nos. 176, 196, 467—Publications*

- The complainant wondered whether his not having received a publication he ordered was due to its non-existence in French. The publication did exist in French. The Commissioner informed the complainant where and how to obtain it.

- An editor drew attention to the poor quality of French in a departmental publication, attributing it to mediocre translation. The complaint was withdrawn as a result of improvements made in the editorial services.

*File No. 484—Experimental Farm*

The complainant alleged that she could not obtain information in French during a visit to the Experimental Farm in Ottawa.

The investigation revealed that the complaint particularly involved the security staff who are employed by an agency under contract to the government. Since the security personnel are frequently called upon to reply to visitors' questions, the Department decided, following the Commissioner's investigation, to request the employment agency to appoint bilingual employees to posts which are liable to involve contact with the public. This measure ought to be adopted particularly during the summer months and week-ends.

## AIR CANADA

### *1. Service to, or Communication with, the Public*

Air Canada deals with the travelling public throughout Canada and in many foreign countries. Opportunities for encounters with this

public exist at city ticket counters, at airports, during flights, at telephone information and reservation centres, etc. As a result, Air Canada requires a high proportion of bilingual personnel at all its public-contact positions. The recurrence of complaints of the same nature indicates that Air Canada is still far from adequately serving the French-speaking public.

The Commissioner believes that the company must accord bilingual service a much higher priority, in keeping with the geographically unlimited requirements of Section 10 and the airline's own considerable impact on the public's awareness of the bilingual federal image. He expects that Air Canada, using as a broad guideline the special study on Air Canada headquarters policies which the Commissioner's Office carried out in the spring of 1972, will make much more serious efforts in the near future to make its performance match the obvious goodwill of both management and employees.

Because of its high visibility Air Canada complaints are expectedly numerous and repetitious. The summaries are therefore grouped by categories with Air Canada's position on each included. In all cases the complainant was informed of Air Canada's position. Where the investigation of a complaint resulted in a recommendation, it is noted. Otherwise, the Commissioner's recommendations are found in the special study report referred to.

*a) Lack of French-Language Service on Flights\**

Toronto-Ottawa	<i>File No. 54</i>
Winnipeg-Toronto	<i>File No. 86</i>
Winnipeg-Ottawa	<i>File No. 144</i>
Montreal-Ottawa (2)	<i>File Nos. 174 &amp; 332</i>
Winnipeg-Vancouver	<i>File No. 443</i>
Quebec City-Ottawa	<i>File No. 454</i>
Edmonton-Winnipeg (2)	<i>File Nos. 460 &amp; 571</i>
Winnipeg-Saskatoon	<i>File No. 522</i>
Montreal-Winnipeg	<i>File No. 536</i>
Montreal-Toronto	<i>File No. 750</i>
Toronto-Timmins	<i>File No. 763</i>

*1) Toronto-Ottawa Flights*

Beginning April 25, 1971, the company would be able to provide bilingual service at all times on Toronto-Ottawa-Toronto flights.

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\*This includes lack of service in French by hostesses, lack of announcements in French by the pilots and the equal failure to translate the pilot's comments on the part of the bilingual hostess.

2) *Winnipeg-Toronto; Winnipeg-Vancouver; Winnipeg-Ottawa; Winnipeg-Saskatoon; Edmonton-Winnipeg*

Air Canada acknowledged it did not have a sufficient number of bilingual hostesses operating from the Winnipeg base to provide bilingual services on all flights from that city. However, the corporation informed the Commissioner that all unilingual employees in Winnipeg (and Toronto) who normally are assigned to the aforementioned flights are encouraged to follow French-language courses and receive financial assistance to defray the costs. In view of restrictions imposed by the unions on transfer of personnel, the general programme of increasing the number of bilingual personnel on various flights would be implemented slowly.

Nevertheless, a new system of mixed assignments was being put into effect on a trial basis. This involved including bilingual personnel from the Montreal base with other personnel, so that a greater number of flights on the Winnipeg-Toronto and other lines might be bilingual to the extent of at least 50 percent.

3) *Montreal-Ottawa*

Two of the four hostesses were bilingual but their linguistic services were not offered, nor made available. The anglophone hostesses dealt with by the complainants did not seek the assistance of bilingual hostesses as they should have done, according to company policy.

4) *Quebec City-Ottawa*

The hostesses on board should have translated the pilot's comments but neglected to do so. Pilots are not obliged to be bilingual, but Air Canada policy requires a bilingual hostess to translate a unilingual pilot's comments.

5) *Montreal-Winnipeg*

On the Montreal-Toronto portion of the flight two of the hostesses were bilingual but failed to translate the pilot's announcements. From Toronto to Winnipeg, none of the personnel was bilingual (see item 2).

6) *Montreal-Toronto*

The normal crew had been delayed on a connecting flight and the substitute crew were not bilingual.

7) *Toronto-Timmins*

The shortage of bilingual personnel and lack of necessary qualifications on the part of applicants, as well as union agreements, prevented

the company from providing bilingual services. It would endeavour to assign at least one bilingual member to future flights.

*b) Lack of French-Language Service at City Ticket Offices*

- |                 |                               |
|-----------------|-------------------------------|
| 1. Winnipeg (2) | <i>File Nos. 84 &amp; 752</i> |
| 2. Regina       | <i>File No. 373</i>           |
| 3. New York     | <i>File No. 476</i>           |

Air Canada stated that due to union contractual agreements and financial and budgetary considerations it could not provide bilingual service at that time at the city ticket offices in Winnipeg and Regina. The New York office had a bilingual capacity, but it was not available at all times.

*c) Lack of French-Language Service at Airport Counters*

- |             |                     |
|-------------|---------------------|
| 1. Ottawa   | <i>File No. 105</i> |
| 2. Toronto  | <i>File No. 154</i> |
| 3. New York | <i>File No. 171</i> |
| 4. Winnipeg | <i>File No. 183</i> |

Air Canada maintained it had a bilingual capability at Ottawa, Toronto and Winnipeg, but this did not mean every passenger agent was bilingual. Nevertheless, it could offer service in both official languages to varying degrees. At Kennedy Airport in New York, Air Canada's bilingual capacity was minimal and the Commissioner recommended that the necessary measures be taken to permit the corporation to provide bilingual services as required by the Act.

*d) Lack of French-Language Reading Material on Flights*

- |                      |                     |
|----------------------|---------------------|
| 1. Montreal-Ottawa   | <i>File No. 140</i> |
| 2. Quebec-Ottawa     | <i>File No. 621</i> |
| 3. Quebec-Toronto    | <i>File No. 596</i> |
| 4. Ottawa-Quebec     | <i>File No. 454</i> |
| 5. Edmonton-Winnipeg | <i>File No. 460</i> |

Normally, French-language newspapers and magazines are provided on flights from cities where such reading material is published or readily available. Furthermore, it is corporation policy to provide newspapers published the same day as the flight, so that on Sundays and holidays there may be none available. Climatic conditions, such as an unusually heavy snowstorm, may delay delivery of the daily quota to the airport in time.

*e) Lack of French-Language Telephone Service*

- |                            |                     |
|----------------------------|---------------------|
| 1. Washington              | <i>File No. 683</i> |
| 2. New York                | <i>File No. 683</i> |
| 3. Ottawa (freight office) | <i>File No. 417</i> |

Telephone calls to Air Canada's Washington office are directed automatically to the answering service in New York. The New York reservation office has a bilingual capability, but it is not one hundred per cent effective, for various reasons. The Corporation intends to increase its bilingual capability at New York.

The Ottawa freight office has a partial bilingual capability. The Commissioner recommended that Air Canada take the necessary measures to assure bilingual service at all times and the corporation decided to give French-language courses to the anglophone personnel at the freight office.

*f) Lack of French-Language Flight Departure Announcements*

Fredericton—*File No. 596*

Air Canada stated that collective agreements with its unions prevented it from offering public announcements in French at Fredericton.

*g) Business Reply Card—File No. 563*

An Anglophone from Dundas, Ontario, received an Air Canada business reply card which was bilingual on the return self-addressed side, but was in English only on the questionnaire side. On behalf of his French-speaking compatriots he believed this was unjust.

Air Canada explained that they had two sets of cards, one set for their English clients and one for their French clients. Air Canada maintained separate lists for English and French customers according to the original request of the individual.

*2. Internal Administration: Personnel*

*File No. 167*

An Air Canada employee complained that the corporation was practising discrimination in the appointment of In-Flight Directors for the Boeing 747 planes. In the complainant's view, the discrimination took the form of not appointing any Directors who were Vancouver-based, because the senior pursers in Vancouver were not bilingual.

Investigation revealed that the decision to base In-Flight Directors at Montreal and Toronto only, was taken essentially for economic and practical, rather than linguistic, reasons.

*File No. 455*

The complainant believed that not enough French-Canadians were hired by Air Canada (and other Crown corporations and private enterprises). He enclosed a photograph with names of an Air Canada 747 plane and its entire flight crew, to show that there was not a single French Canadian among the personnel.

The complainant raised ethnic rather than linguistic questions. The Commissioner pointed out that the fact the personnel bore names that were manifestly non-French did not constitute proof they did not speak both English and French.

*File No. 477*

A bilingual Francophone in Ottawa employed by Air Canada was unwilling to accept a transfer to a position involving the duty of providing services to the travelling public. She gave her seniority rights as a reason to suggest that the institution seek a suitable incumbent from among the younger employees. She called upon her union to deal with the case.

The Commissioner was unable to investigate this complaint because it did not involve a breach of the Official Languages Act.

As will have been noted, Air Canada often stated that it could not implement the Commissioner's recommendations, or correct the situations complained of, due to budgetary restrictions and binding collective agreements with CALEA. The collective agreements affected seniority privileges, staff mobility, bumping rights, etc. of the very personnel who were in public-contact positions. The agreements were advanced as explanations in relation to the Winnipeg city ticket office complaints (File Nos. 367 and 373), and complaints concerning flights emanating mainly from Winnipeg (File Nos. 86, 443, 522) or terminating there (File Nos. 460 and 536). Additionally, in Fredericton, N.B. (File No. 596) the same reason was invoked for not making public announcements of flight arrivals and departures in French.

In March 1972, the Commissioner was informed that Air Canada and CALEA intended in the near future to form a committee composed of personnel of both organizations to seek procedures and solutions that would take full cognizance of the Official Languages Act and enable the public to be served in the official language of its choice throughout the system.

## AUDITOR GENERAL'S OFFICE

### *File No. 497—Status of the French Language*

The complainant, a French-speaking employee of the Auditor General's Office, alleged that it was not possible, in practice, to work in French in this Office. He stated that all reports must, by custom if not by rule, be made in English. He also alleged that most instructions and directives as well as personnel services were provided in English only.

The Auditor General informed the Commissioner that all internal communications intended for personnel in general would henceforth be published in both official languages with the two texts printed side by side on the same page. With regard to French as a language of work in his Office, the Auditor General had pointed out in his Report for the fiscal year ended March 31, 1971, that his Office must work in the language of its clients and that this language continues to be predominantly English in the areas of accounting and finance. He expressed the hope that opportunities would become available for French-speaking members of the staff to work in the language of their choice.

The Auditor General and the Commissioner agreed that the opportunity referred to would become more available if the Auditor General were to invite clients to submit their accounts in French. This would be a most significant step towards affording an equal opportunity to Francophones to work in the official language of their choice in the Auditor General's Office, as well as in other government administrations. The Commissioner, for his part, told the Auditor General that the Commissioner's Office would begin on April 1, 1972, to submit all its accounts in French, and he discussed with the Auditor General certain other agencies whose existing capacity to do accounts in French would enable them, were they so invited, to do likewise.

The Commissioner believes that this reform will permit Francophones of the Auditor General's Office to work more often, and in some cases mainly, in French and, taking into account the widespread *de facto* use of English in federal agencies' accounting, will better respect the principle of the equality of status of English and French as languages of work in this Office.

## BANK OF CANADA

### *File No. 552—Advertising*

A French-speaking correspondent reproached the Bank of Canada for advertising in Manitoba in English-language daily newspapers only.

He wanted to be able to receive information on the activities of federal agencies through the French-language media, and asked that in areas where there are no daily newspapers in that language, the agencies use French-language weeklies.

The Bank of Canada informed the Commissioner that it had used French-language radio, television and weeklies to publicize its 1971-1972 issue of Canada savings bonds in Manitoba. With regard to the advertisement "Hurry" which the complainant enclosed in his letter, the Bank acknowledged that it had appeared only in the daily newspapers. In the final phase of its campaign, the Bank had decided to use French-language radio and television in order to reach the French-speaking Manitobans. This was an administrative decision which did not concern the Official Languages Act.

The Bank of Canada assured the Commissioner that it had been endeavouring to provide information to the French-speaking population outside Quebec in French about its savings bonds issues, and that it intended to continue this practice. The Commissioner recommended that the Bank use the French-language press for advertising for other purposes as well.

## CANADIAN BROADCASTING CORPORATION

A large number of the complaints relating to the Canadian Broadcasting Corporation concerned the extension of its services. The Corporation has pointed out many times, notably in its last annual report (1970-1971, page 45ff.), that it plans to extend radio and television services in both English and French to all parts of Canada as public funds become available. In the Speech from the Throne on February 17, 1972, the government announced an accelerated expansion of radio and television services in the following terms:

It is a matter of concern to the Government that at this moment many communities do not receive the national broadcasting service and that some one million Canadians in 260 communities receive no television service in their own language. The Government proposes, therefore, that the CBC be authorized to extend its services in a comprehensive fashion and to utilize the capabilities of Canada's pioneer satellite communications system to assure within a five-year period that at least 98 per cent of Canadians are served.

There are thus grounds for hoping that almost all Canadians will shortly have access to CBC services in the official language of their choice.

*File No. 5065-52/R3 — French Television for Saint Paul, Bonnyville and Lac La Biche, Alberta*

Over 250 French-speaking persons complained of the lack of French television in the Saint Paul—Bonnyville—Lac La Biche area of Alberta. The complainants stressed the essential part played by television in the matter of language, and pointed out that access to French television would be an effective asset in ensuring the vitality of the French language in this region.

The CBC informed the Commissioner that the three localities in question were among those in which it was planning to install television rebroadcasting stations. However, the CBC pointed out that many localities in Canada were requesting television services, and that it had to extend its services according to an order of priority based on the per capita cost and an equitable distribution of public funds from the geographical and linguistic points of view.

Some time in 1972 the CBC intended to submit an application to the Canadian Radio-Television Commission for the installation of a television rebroadcasting station to serve the Saint Paul—Bonnyville area. A similar application for a rebroadcasting station at Lac La Biche was to be submitted in 1974. These two stations would rebroadcast television programs from CBXFT in Edmonton. The CBC indicated that these dates were provisional, and might be changed, but that in any case a rebroadcasting station cannot be put into operation until about a year after it receives CRTC approval.

The Commissioner recognized the factors motivating the CBC's decisions, but nevertheless recommended to the President that the extension of French television to the Saint Paul—Bonnyville—Lac La Biche area be speeded up as much as possible, pointing out that this service is not a luxury, but a necessity.

*File No. 92—French Television Programs in the Penetanguishene Region of Ontario*

A Francophone complained of the lack of French-language television programs in the region of Penetanguishene, Ontario. She asked the Commissioner to request that the CBC provide more such programs for the French-speaking inhabitants of the area.

The CBC informed the Commissioner that it broadcasts six hours of educational programming in French annually to this area, in three half-hour units each season. However, the people in the area can receive the educational broadcasts produced by the Ontario Educational Communications Authority. The CBC added that it also intends to set up a television rebroadcasting station in the area in 1975, so that the

inhabitants of the area will be able to receive the television programs of the CBC's French service.

*File No. 102 — French Service in Toronto*

A Francophone complained that he had often had difficulty communicating in French with radio station CJBC in Toronto, saying that the CBC's telephone receptionists in the city are not able to provide services in French. He also pointed out that the plaques identifying the CBC's building on Jarvis Street are in English only.

In its reply to the Commissioner, the CBC indicated that between June 1971 and March 1972, the number of its bilingual telephone receptionists had increased from two to six, so that half the staff of this section is now bilingual. It considered itself adequately equipped to provide service in the two official languages at any time. Furthermore, it expressed its willingness to reconsider the entire matter when French television is introduced to Toronto.

Concerning the plaques identifying its buildings in Toronto, the CBC informed the Commissioner that changes were being made in the location of its services, and that when this work was completed, the plaques identifying its buildings and services would be in both official languages.

*File No. 127 — Insufficient French-Language Television Broadcasting in Southwestern Ontario*

A French-speaking Torontonian complained of the insufficient French-language television programming in southwestern Ontario, particularly in the Toronto area.

The Canadian Broadcasting Corporation informed the Commissioner that it had submitted an application to the Canadian Radio-Television Commission in November 1970 for the establishment of a French-language television station in Toronto. This application was approved in March 1972. The new station will probably be in operation at the end of 1972 or the beginning of 1973. The Corporation anticipates that it will reach 28 per cent of the French-speaking population of southwestern Ontario—31,000 out of a total of 109,000 (partial census of June 1, 1966). It also pointed out that of the 443,000 French-speaking persons in Ontario (partial census of 1966), some 300,000—mainly in the north and east of the province—were already reached by its French-language programming. This means that by the end of 1972 or beginning of 1973 the CBC will be serving 75 per cent of Ontario's French-speaking population.

The Corporation added that it intends to establish, over the next few years, stations or retransmitters in various parts of southwestern

Ontario where there are a sufficient number of French-speaking persons. For example, the Windsor-Essex-Kent region will probably have French-language television service in 1973 and the Midland-Penetanguishene region in 1975.

*File No. 412 — Services in French in Toronto*

A French-speaking resident of Ontario complained that the CBC had sent him a contract drawn up in English.

The CBC informed the Commissioner that its policy was to reply in the language of the correspondent. To avoid a repetition of such cases, the Corporation stated that it intended to use translation services whenever its employees did not have the linguistic ability to meet the public's requirements in both official languages.

*File No. 471 — Pension Plan*

A French-speaking contributor to the CBC pension plan complained that the Corporation's agent—Royal Trust—had sent him a letter in English.

The CBC informed the Commissioner that communications between the trust companies and its employees were supposed to take place in the language indicated by the Corporation, and that in the present case it had erred in indicating that the language was English. The Corporation stated that it proposed to make certain improvements in its agreements with the trust companies in order to avoid a repetition of such incidents.

*File Nos. 502 and 760—Televised Speeches with Simultaneous Translation*

The complainants protested against CBC presentation of televised speeches or statements with simultaneous translation. They suggested the use of subtitles in such cases so that Canadian citizens could appreciate, if they want, the arguments of the speaker in the official language he expressed himself.

Although finding no contravention of the Act, the Commissioner referred the complaint unofficially to the attention of the CBC.

The CBC informed the Commissioner that, after lengthy discussion, they have as yet been unable to find a universally satisfactory solution to this problem. Adding subtitles to a televised program or to part of a program necessitates special preparation. This can be done in a technically acceptable manner only where program texts are available before transmission or where the textual content is independent of the program itself (this is the case when a special announcement is flashed on the screen during a regular program).

The Corporation added that, since the systems presently in service are not used for live programs where text and picture are synchronized, the only practical technique was simultaneous translation. In most cases, apparently, such an interpretation will be part of the sound-track when the statement is subsequently used for other programs.

The problem is under continuing study by the Corporation's Program Committee.

*File Nos. 561 and 761—French Broadcasting in Vancouver and Victoria*

The complainants criticized the lack of French-language radio and television broadcasts in the Victoria area in British Columbia, as well as the absence of French-language television programming in Vancouver.

The CBC informed the Commissioner that the French radio broadcasts of its AM network were carried by CBUF-FM Vancouver, at 97.7 on the FM dial. According to the Corporation, there should be no difficulty in picking up these broadcasts in Victoria.

The CBC is also considering the establishment of French-language television stations in Vancouver and Victoria, but as in several other cases these projects are not yet final. It expects to submit an application to the Canadian Radio-Television Commission at the beginning of 1973 for the establishment of such a station in Vancouver, and a similar application for Victoria should be submitted during 1974.

*File No. 569 — French Broadcasting in St. John, N.B.*

A Francophone stated that it was impossible to pick up French-language radio broadcasting in St. John, N.B., and demanded the establishment of a French-language radio station in that city.

The CBC informed the Commissioner that during the first half of 1972 it expected to submit an application to the Canadian Radio-Television Commission for the establishment of an FM radio station which would serve the St. John-Fredericton area. The reason for using the FM band was that there was no longer any space on the AM band. However, the new station would rebroadcast the CBC's AM programming of CBAF, Moncton.

The CBC took this opportunity to supply the Commissioner with certain information on the extension of its French-language television services in this area. On November 26, 1971, it submitted an application to the CRTC for establishment of a new French-language television station in Grand Lac (near Fredericton) which would serve the St. John-Fredericton area.

Although in theory the city of St. John lies within contour B of the proposed station, the Corporation recognizes that topographical and interference factors will probably cause reception problems in certain parts of the city. This is why it is willing to establish a low-power retransmitter either in St. John itself or in the surrounding area in order to guarantee satisfactory service.

*File No. 570 — Lack of French-Language Service in the Prince Albert Region (Saskatchewan)*

The complainant stated that residents of the Prince Albert region in Saskatchewan were deprived of French-language radio and television service. She insisted that the Canadian Broadcasting Corporation should provide such services.

During the investigation of the complaint, the CBC informed the Commissioner that there are at present privately-owned French-language radio stations at Saskatoon and Gravelbourg. These stations carry a large volume of CBC French Network programming under a rental arrangement with the Corporation which provides a significant portion of the stations' revenue. In addition the coverage-extension plans of the CBC call for a French radio station at Prince Albert. The date for this is still tentative but, in any event, the Corporation does not foresee such a station being in operation until 1974, at the earliest.

The CBC underlined to the Commissioner that television was much more expensive than radio. Up to now the high cost of delivering TV program service to the West has been the chief obstacle to extension of French-language television on the Prairies through CBC facilities. The arrival of the communications satellite (ANIK) in 1973 should, however, go a long way to make French television service to the West feasible. The English-language CBC TV stations at Regina, Moose Jaw and Saskatoon each broadcast about 2½ hours of French-language programs weekly.

In the light of this expected development, the CBC foresees the establishment of French-language TV stations at several Saskatchewan locations, of which Prince Albert is one. As with radio, plans of the Corporation are still tentative. At the moment the CBC envisages a Prince Albert television application to the CRTC sometime in 1973, with the station to be in operation about a year later. This project, like all coverage projects of the Corporation, is dependent upon CRTC approval and availability of the necessary capital and operating funds.

The Commissioner decided that, subject to the need for follow-up, the Act was being respected.

*File No. 591 — Unilingual Printed Stamps*

A French-speaking Montrealer received printed matter from the Corporation in Ottawa. He pointed out that on the CBC's envelope there was one printed stamp in English only and one which was partially bilingual: "Printed matter" and "CBC, Radio-Canada, your publicly owned broadcasting system".

The Corporation explained that it has both French and English franking equipment and that it uses whichever language is appropriate in the circumstances. It seems that in the present instance the English stamp was inadvertently used. To avoid repetition of such errors, the Corporation will supply its personnel shortly with bilingual stamps.

*File No. 600 — Ottawa Local Newsroom*

An Anglophone alleged that the Ottawa local newsroom at CBOT (CBC TV news) was manned by 14 unilingual English reporters and no French-language staff whatever. Consequently, staff could not cover French-language events of a newsworthy nature and there was unbalanced TV news coverage.

The complainant also alleged that on Parliament Hill there were six unilingual Anglophones and only one functional bilingual to handle the CBC National News. He questioned that this was sufficient language balance to provide good cross-Canada coverage.

The CBC admitted there was not a completely bilingual reporter in the English newsroom but pointed out that the French-language reporters of the CBOFT news service were in the same room and that there was a degree of exchange of information and pooling of resources. Moreover the CBC was implementing a French-language training program for some of the unilingual Anglophones, including the personnel of the Parliamentary Bureau.

The CBC believed that coverage of French-language news given by CBO and CBOT had been "rather well balanced" in the past and that additional French-language capability could only improve the situation. The Commissioner considers that the planned language training, if sufficiently functional, should considerably facilitate reporters' work and should form, at the individual's choice, a normal part of their professional development.

*File No. 609 — CBC Engineering Headquarters in Montreal*

The Commissioner received from an anonymous complainant an operating chart of the CBC Engineering Headquarters in Montreal accompanied by a copy of an article on bilingualism published in *Time*

magazine of November 29, 1971. On the operating chart the complainant had typed in capital letters: "NO FRENCH HERE PLEASE".

The communication did not formulate a precise complaint and was not investigated.

*File No. 618—"Suivez la piste"*

An English-speaking public servant wrote to the Commissioner about the television program "Suivez la piste" on the CBC English Network. He stated that Sunday at noon was "about the most useless time possible" for such a program.

The Commissioner concluded that the subject matter of the complaint did not involve a contravention of the Official Languages Act, and forwarded a copy of the letter to the Canadian Broadcasting Corporation.

*File Nos. 633, 668, 689—French-language Television Broadcasting in the Peace River Region of Alberta*

The Commissioner received a petition bearing 5,000 signatures demanding French-language television broadcasting for the Peace River region of Alberta. This petition was first sent to the Prime Minister of Canada and to the Secretary of State.

The Commissioner asked the CBC to consider the matter. The CBC informed the Commissioner that it expected to submit an application in 1972 or at the beginning of 1973 to the Canadian Radio-Television Commission for the establishment of a television retransmitter in Falher, which will serve the Peace River region. This station will rebroadcast the programming of CBXFT, Edmonton. The Corporation pointed out, however, that it would take about one year to set up the retransmitter and put it into service after receiving CRTC approval.

The Commissioner asked the Corporation to act as rapidly as possible, so that the Francophones of the Peace River region might obtain French programming in the near future.

*File No. 663—Lack of English-Language Service in the Saguenay Region (Quebec)*

An English-speaking resident of Kenogami, in Quebec, stated that there was a lack of radio and television service in her language in the Saguenay region. She wondered why it was not possible to obtain such services in English when CBC provided them in French in Nova Scotia "where there were about 10,000 people more or less who were able to understand French".

The CBC gave a satisfactory explanation. It informed the Commissioner that it had recognized the need for English-language service in this region for some time, and had filed an application with the Canadian Radio-Television Commission for an FM station in Chicoutimi that would also serve Kenogami. This application was approved by the CRTC on April 21, 1972. Although the proposed station would be an FM outlet, English-language programming would be provided by the CBC-AM services in Montreal.

The possibility of developing an English television network to serve the Saguenay region is also under consideration, and the CBC hopes to submit a request to the CRTC sometime this year. It usually takes about a year to begin operation of a station after CRTC approval is accorded.

The CBC stated that there were over 40,000 French-speaking listeners in Nova Scotia. The 1966 census indicated that about 40,000 Nova Scotians speak French. This figure does not take into account those who understand French well enough to be considered part of the CBC's listening or viewing public.

*File Nos. 773, 804, 805, 806, 807, 808, 809, 812, 823, 828, 835, 836, 841, 849, 851, 865, 866, 867, 868, 872, 873, 879, 882, 883, 884, 889, 890, 891, 892, 893, 894, 897, 901, 905, 913, 914, 915, 916, 926—Strike by NABET Technicians*

Several people from Regina and Edmonton complained to the Commissioner that French-language television broadcasts had been suppressed due to the strike by CBC technicians. Certain complainants from Regina took the opportunity to make the following recommendations to the CBC:

1. that a reserve of taped programs be kept for use on such occasions;
2. that the station be identified in French during the broadcasting of French programs;
3. that programs in French be broadcast twice a week on a regular basis.

The situation described was the result of a rotating strike by CBC technicians who belong to NABET and affected both French and English broadcasting. Since the English-language television stations in Regina and Edmonton were part of the national network, management personnel in Toronto could take over in the case of a work stoppage. However, this could not be done in the case of the French programming of the station in Regina, or in the case of the French-language television station in Edmonton, both of which were supplied with tapes on a day-to-day basis from Montreal.

When the Commissioner received these complaints, the Montreal technicians were on strike and the CBC could not record the programs required by these two stations. Normal service resumed when the work stoppage ended.

The Commissioner made it clear that such a situation lay outside the purview of the Official Languages Act.

The CRC noted the recommendations of complainants in Regina regarding the storage of taped programs which could be broadcast when the need arose, and promised to study the possibility of identifying the station in French during French programming. With regard to the possibility of broadcasting French programs two evenings a week on a regular basis, the Corporation regretted that this could not be done until a French-language station had been established in Regina.

## CANADIAN INTERNATIONAL DEVELOPMENT AGENCY

### *File No. 119—Competition*

A Francophone complained that CIDA ignored his wish to be interviewed in French during a closed competition for a position requiring a knowledge of French. The selection committee interviewed the applicant almost entirely in English.

The investigation revealed that the procedure followed at the time of the interview was irregular and constituted an infraction of the Official Languages Act. Consequently, the Commissioner recommended that CIDA hold a second competition and that interviews be conducted by a selection committee chosen in accordance with the Act. CIDA agreed to rehold the competition with a bilingual selection committee.

### *File No. 542—Notice of Competition*

In a notice of a closed competition relating to the position of supervisor of the Budgetary Control Section, under the heading "Linguistic Requirements", there appeared the following notation: "The positions to be filled require a good knowledge of the English language". The complainant believed that these positions ought to require a knowledge of the two languages.

After having examined the nature of the work of the positions advertised, the Commissioner concluded that the linguistic requirements entered on the notice of competition did not sufficiently take into account the objectives and provisions of the Official Languages Act. In addition, the examination of the complaint revealed that the degree of bilingualism existing in the Division of Budgetary and Statistics Control was clearly insufficient to ensure adequate service in French

to its francophone clientele. The Commissioner recommended to CIDA that it take into consideration this deficiency when nominating personnel and that it rehold the closed competition for CIDA personnel after a revision of the linguistic requirements of the position.

CIDA notified the Commissioner of the changes effected within the Budgetary Control Section since the complaint was registered: two of the three employees in charge of Francophone Africa are bilingual and the third is able to communicate in French without difficulty.

During the course of the year 1972-1973, one of the posts of supervisor (CR5) will be filled by a bilingual incumbent and the assistant to the chief of the section will also be bilingual. As for the competition, CIDA declared that it was prepared to rehold it without mentioning linguistic requirements, which it did three months later.

Following the competition, two Anglophones were appointed to the positions of supervisor of the Budgetary Control Section. One was to take a language training course, while the other, who, according to the Agency, could work in French, even though he had not passed the language test of the Public Service Commission, enrolled in a language course for the purpose of improving his oral French.

## CANADIAN NATIONAL

### *File No. 43—CNT (Ottawa Office)*

A French-speaking person reproached the Telecommunications Office of the Canadian National Railways (CNT) in Ottawa with not providing adequate service in French. He maintained that in order to send a telegram in French, customers sometimes had to wait several minutes before being served. Moreover, he stated that in certain cases they had to spell every word.

The Crown corporation explained to the Commissioner that at the CNT in Ottawa at least 50 per cent of the staff serving the public is bilingual. It added that directives had been issued instructing its unilingual English-speaking employees to transfer customers wishing to be served in French promptly to one of the bilingual employees. The unilingual English-speaking employees had been taught a few basic phrases in French to enable them to make this type of transfer. The CN was of the opinion that its Ottawa office was equipped to provide adequate French-language service at all times, without undue delay.

### *File Nos. 69, 156, 491, 539, 545, 788, 846, 858— CNT (Toronto and Winnipeg Offices)*

Several French-speaking and English-speaking people complained that the CNT offices in Toronto and Winnipeg were not able to provide

adequate service in French at all times. They added that when they did manage to obtain service in French, it was usually only after waiting for several minutes. Moreover, they pointed out that in order to send a telegram in French, they often had to spell almost every word, and that the telegrams which they sent in French usually contained several spelling errors.

The CN admitted that it was not able to provide adequate, reasonably prompt service in French at all times, not only in Toronto and Winnipeg, but also in Edmonton. In order to remedy this situation, it requested permission from the Trans-Canada Telephone Network to set up a private line which would enable citizens living in these three areas who want to be served in French to speak directly to the CNT in Quebec City, at no extra charge.

Since the CN expected that negotiations with the Trans-Canada Telephone Network would be lengthy, it decided to use the services of Zenith as a temporary measure in these three areas in order to direct calls in French to the Telecommunications office of the CN in Quebec City. Even though the Zenith service presented a problem (the local telephone operator, who often does not speak French, has to intervene to transfer the call), the Commissioner felt that the service in French in these three regions would be improved by adopting this measure. In the end, the Trans-Canada Telephone Network informed the CN that it had rejected its request. The CN then assured the Commissioner that it would continue to use the Zenith service for these three areas.

*File No. 500—CN-CP Telecommunications in Montreal*

A French-speaking person reproached the CNT in Montreal with using only a unilingual English cancellation stamp and with issuing computer cards (bills) which were not completely bilingual.

The stamp and bill in question were from the Telecommunications branch of the Canadian Pacific. The CNT reminded the CP that the CN, as a Crown corporation, was obliged to comply with the Official Languages Act, and recommended that all forms issued to the public bearing the name of the CN be revised and made completely bilingual.

*File No. 656—CP Telecommunications in Montreal and CN Telecommunications in Toronto*

A French-speaking person alleged that the CNT in Toronto had not been able to telephone a telegram in French to a citizen living in the Toronto area. He added that, contrary to his request and that of the recipient, the telegram in question was never delivered.

In its answer to the Commissioner, the CN explained that this message had been received by the CP Telecommunications Office in

Montreal and relayed to the CNT in Toronto. According to the CN, the Canadian Pacific maintained that the sender had not requested to have the telegram delivered. Moreover, the CN stated that unfortunately the records concerning the sending of messages received by telephone for the month in which the incident occurred were no longer available. The CN had already issued directives requiring that all messages in French be forwarded by operators with a good knowledge of the language. It did appear, however, that this had not happened in the present case, and the CN apologized for the error.

In order to correct this situation, the Crown corporation reissued its directives concerning the sending of messages in French. It informed the Commissioner that it was going to use the Zenith system to make it possible for the CNT in Quebec City to telephone messages in French to people living in the Toronto area when the CNT staff in Toronto was not able to do so.

#### *File No. 106—Language of Work*

A Francophone sent the Commissioner a copy of a brief he had submitted to the Commission of Inquiry on the Position of the French Language and on Language Rights in Quebec (the Gendron Commission). Basing his observations on his experience as a CN employee, he expressed his opinion on the position of French as the language of work among the company's administrative staff.

The correspondent admitted that CN usually served members of the travelling public in the official language of their choice in stations and on trains in the Province of Quebec. In addition, the staff members he referred to had access to the following services: language, terminology, translation, monthly French-language publications and French-language courses. However the correspondent stated that although equal rights might exist in the CN, equal opportunity did not, and this inequality adversely affected French-speaking employees. He cited as an example the position of bilingualism in an administrative branch handling freight sales in Montreal, where the director was unilingual Anglophone and of 36 employees, 16 were bilingual and 20 unilingual Anglophones. He added that English was the language of communication, that it was used in the preparation of the majority of files and reports and in the conduct of meetings, although a good number of participants were Francophones.

Finally, the correspondent recommended the creation of a "French-Language Office" at CN. Its main function would be to prepare a policy designed to make French the language of work.

The Commissioner decided to consider these remarks as a complaint.

Like other federal institutions, CN is in the process of formulating its bilingualism objectives in order to meet the requirements of the Official Languages Act. While the Commissioner was studying this question, a change had already taken place in CN's policy concerning the overall situation revealed by the correspondent.

At the head office for the St. Lawrence region and for the Montreal, Champlain and Quebec City sectors, a large part of oral communication now takes place in French. Accordingly, weekly meetings of the regional staff are conducted almost exclusively in that language, providing English-speaking supervisory staff taking language courses with an excellent opportunity to express themselves in French.

A number of internal management meetings, as well as the great majority of discussions with planners and provincial and municipal officials, take place in French. In certain internal management meetings French and English are used interchangeably.

A directive entitled "CN Policy on Bilingualism: Application in the St. Lawrence Region" states that everyone is free to use the official language of his choice in internal management relations. Employees must use the language of the client for written communication; this requires a special effort on the part of those who have difficulty writing about technical matters in French. In addition, English-speaking employees are encouraged to use French increasingly in internal correspondence within the region.

As far as general organization is concerned, the St. Lawrence region consists of a regional head office in Montreal and four sectors, two of which have their head office in Montreal, one in Quebec City and one in Belleville, Ontario. Sixty-two per cent of non-union employees and middle and senior management are French-speaking. The percentage of these who are bilingual is 70, 80 and 76 respectively and a number of Anglophones in these categories are taking French language courses. In addition, CN has made considerable efforts to recruit Francophones. It seems therefore that there is a substantial degree of bilingualism at all levels of administration in the St. Lawrence region.

Freight sales staff in all offices in the region are able to serve the public in French or in English. All employees recruited since 1965 are bilingual; the only unilingual anglophone employees are those who have been working there for a good many years. The sales managers in all sectors are bilingual and two of the three remaining unilingual freight sales representatives are enrolled in advanced French-language courses. Fifty-four per cent of the freight sales employees are French-speaking and 81 per cent are bilingual; the latter figure rises to 86 if those taking French-language courses are included. At the regional level only two out of nine senior managers are unilingual Anglophones.

Because approximately 90 per cent of industrial traffic directors are unilingual Anglophones, the majority of sales reports by bilingual employees are written in English. However, salesmen may write their customer reports in the official language of their choice, except when a report is intended for an office outside the region. At sales meetings discussion is in either language.

As indicated in the preceding paragraphs there have been important changes concerning bilingualism at CN. However there is still much to be done. For his part, the Commissioner will continue to support the right of federal employees in Quebec to work in the official language of their choice, and will keep a close watch on the development of CN's language policy.

*File No. 138—"Know Canada"*

A complainant took exception to the unilingual English format of the publication "Know Canada" displayed in CN hotels.

"Know Canada" is a private publication, not a Canadian National publication. Since CN felt that the magazine had no promotional or goodwill value to CN hotels, its purpose being to encourage travel within Canada and to attract visitors from other countries, and as there was already a good deal of reading material distributed in the rooms, CN decided to withdraw the publication from circulation.

*File No. 256—Collective Agreements*

A francophone union member, who works for the CN, wrote to state he had been unable to obtain a French version of his union contract although he had tried for several years to do so. He had gone as far as requesting the assistance of the federal Minister of Labour.

Events revealed that it was the union itself that had the responsibility of providing its members with the French text, but that for administrative and translation reasons it had so far been unable to do so. Nevertheless, the Commissioner told the CN that he believed every employee of a federal government department or agency was entitled to receive a copy of a collective agreement in the official language of his choice and that it was the employer's responsibility to make it available.

CN replied that it was the corporation's policy to provide labour agreements in both official languages when there was a significant demand. However, the corporation pointed out that it did not distribute collective agreements to its employees, but rather to the labour organization. Where the labour organization was prepared to cooperate, translations were jointly prepared; otherwise, CN would have the agreement translated and would supply the labour organization with a copy.

CN's ability to produce translations quickly was substantially inhibited by the lack of suitable translators to handle the job, and by the time available to representatives to check the translations in the draft stages. Nevertheless, CN expected that the Commissioner's suggestion would be virtually implemented by the end of 1972.

The Commissioner found the policy to be in full compliance with the Act.

#### *File No. 324—Queen Elizabeth Hotel*

Four persons who had stayed in the Queen Elizabeth Hotel in Montreal reported that an English-language daily newspaper was left outside each room in the morning with a slip of paper on which the following words were written: "A French-language newspaper is available on request from the Bell Captain". The complainants objected to the fact that guests wishing to obtain a French-language newspaper were obliged to make a special request in order to receive a copy, while English-speaking guests received their newspaper automatically.

The Commissioner brought this question of the inequality of the two languages to the attention of CN authorities. The administration of CN hotels did not accept the Commissioner's suggestion to extend the existing service to both linguistic groups in the language indicated by clients on their registration; it preferred simply to stop automatic distribution of the newspaper in question at hotel-room doors. However, guests may still receive a free newspaper on request, a service which—despite the additional effort demanded of them—puts French-speaking and English-speaking visitors on an equal footing.

#### *File No. 404—"What's On in Ottawa/Voici Ottawa"*

The complainant noticed that the Chateau Laurier, a CN hotel, placed an advertisement in English only in the bilingual magazine "What's On in Ottawa".

CN undertook to rectify this oversight and to publish advertisements in a bilingual format in the very near future.

#### *File No. 414—Report Forms*

A French-speaking electrician employed by Canadian National in Montreal complained that he was not able to fill out report forms in French.

The Commissioner drew this matter to the attention of the CN management who told him that they could see no reason why an electrician could not be allowed to fill out his forms in French. The staff requiring this information was bilingual and the report forms would soon be available in both official languages.

*File No. 475—Ferryboat*

A French-speaking passenger on the CN ferryboat between North Sydney, Nova Scotia and Port aux Basques, Newfoundland reported that he could not obtain service in French.

CN replied that there are usually bilingual attendants at North Sydney who are able to serve the travelling public in both official languages. Unfortunately, when the complainant requested service, there was only a unilingual English-speaking attendant available. The Commissioner recommended that all necessary steps be taken to avoid the recurrence of such an incident.

*File No. 520—Dismissal Notices*

A person in Montreal sent the Commissioner a copy of an article which appeared in the *Journal de Montréal* on November 5, 1971, stating that French-speaking CN employees in the Montreal area had apparently received dismissal notices in English.

The investigation of the complaint revealed that CN had addressed these notices in English to French-speaking employees by accident. The corporation promised to take the necessary action to prevent such incidents from occurring in future.

*File No. 544—Symington Marshalling Yard in Winnipeg*

The complainant reported that all tours of the Symington marshalling yard in Winnipeg were organized in English only. She believed that this was an encroachment upon the language rights of French-speaking visitors.

CN informed the Commissioner that since the marshalling yard was set up five or six years ago, many groups had come to tour it, but there had never been any requests for a commentary in both official languages. It added that the staff was prepared to give the tour in French for French-speaking groups provided that they requested it when they made their appointment for the tour. The Commissioner then emphasized that the Crown corporation would better fulfil the requirements of the Act if it took the initiative to offer all visitors its services in either official language, or in both when necessary. CN acquiesced in this request.

*File No. 553—Advertisements in French-Language Newspapers*

A French-speaking person reproached CN with advertising only in English-language daily newspapers in Manitoba. He wanted to find out about the activities of federal agencies through French-language media, and he requested that in areas having no daily paper in French the agencies use the French-language weeklies.

As a result of the action taken by the Commissioner, CN decided to advertise periodically through French-language media in Western Canada.

*File Nos. 604 and 777—CN Station in Edmonton*

Two Francophones who wanted to buy tickets to Quebec were not able to find anyone who could serve them in French at the station in Edmonton. Another complainant criticized the lack of service in French at the wickets in this station and also pointed out that the signs were not all bilingual.

CN replied that until the middle of 1971 the Edmonton station had two bilingual clerks serving the public during office hours. During the summer, however, these employees had been given other duties which resulted in the discontinuance of service in French. CN observed that in 1971 it had handled twelve requests for service in French in Edmonton and answered six letters written in this language.

CN intended to review the postings of its staff with a view to giving the Edmonton station some bilingual capacity and was even considering language courses for its employees.

Concerning the signs, CN recognized that some were not bilingual and promised to replace them as soon as possible. It pointed out, however, that it leased its premises in the building and that it could not be held responsible for the unilingual signs of some other tenants.

*File Nos. 654, 726, 745—Service to the Public on Trains*

- The complainant stated that he had made the trip between Montreal and Lévis twice, and had not been able to obtain service in French in the club car.

CN informed the Commissioner that on December 10, there were only English-speaking waiters working in the club car and in the snack bar, but that on December 23, the steward working in the club car was bilingual. It expressed regret that the unilingual employees had not called upon their bilingual colleagues under the circumstances.

It is difficult to form crews which are able to provide service in both languages because of collective agreements which require that the seniority, the state of health and the abilities of the staff be taken into consideration. Despite these requirements, CN makes it a policy to have at least one waiter who can speak French in the dining car at all times. It has also issued a directive instructing employees to call upon their colleagues if they are not able to provide service in French themselves. Moreover, CN has organized French courses for its employees who deal with the public and it attempts to hire bilingual personnel when there are vacant positions.

- In an open letter which appeared in *Le Devoir* on February 24, 1972, a person from St-Jean, Québec, complained that the employees in Central Station in Montreal gave priority to English at the gate for the Montreal-Toronto train and that the service on the train was in English only.

A few days later, another complainant who had read this letter in *Le Devoir*, informed the Commissioner of a similar experience on a train going from Montmagny to Toronto via Montreal. Preference was given to English between Montmagny and Montreal, and from Montreal to Toronto there was no French service at all.

CN informed the Commissioner that most of the employees working on the trains in the St. Lawrence region are bilingual. It has issued directives requesting that French be given priority in this region in dealings with the public. It added that in Central Station in Montreal, all the personnel who serve the public are bilingual and that directives had already been issued requesting employees to address customers in French first, and to repeat the information in English if necessary. Since most of the people going to Toronto are Anglophones, the clerks at the gates and at the bottom of the stairs tend to use English first rather than French. CN has repeated its instructions and has made certain employees responsible for seeing that they are respected.

It seems more difficult to pin-point the problem regarding bilingual service on the Montreal-Toronto trains. Once again, difficulties result from the fact that crews are assigned according to seniority rights laid down in collective agreements. For this reason, the bilingualism requirements are not always respected. In an effort to improve the situation, CN is also providing French courses for its staff in Toronto who are assigned to the Toronto-Montreal run. Learning a second language requires a certain amount of time, but CN emphasized that the staff is enthusiastic about the courses.

The Commissioner told CN that its continued efforts towards providing French-language training for its employees and its hiring of bilingual personnel should enable it to meet the requirements of the Official Languages Act.

#### *File No. 767—"English-Speaking League"*

The Commissioner learned from a small item in a Moncton newspaper that a group of French-speaking employees working in the CN yards in Moncton had complained to the Société nationale des Acadiens (SNA) that attempts were being made to intimidate them by selling membership cards for an "English-Speaking League" during working hours.

Since he had not received an official complaint on the subject, the Commissioner asked the Société nationale des Acadiens for an explanation. It replied that it had approached CN and that CN had subsequently taken the necessary steps to prevent such incidents from recurring. Since there had been no other complaint, the SNA felt that the French-speaking employees must have been satisfied with the action taken by CN and that under the circumstances there were no grounds to lodge a complaint with the Commissioner.

## CANADA PENSION COMMISSION

### *File No. 612—Competition Poster*

A complainant stated his belief that a promotional competition for a private secretary to the chairman of the Canadian Pension Commission did not take due account of the purposes and provisions of the Official Languages Act. He declared that proficiency in both official languages rather than in the English language only should be an essential qualification for the position.

Since the personal staff of the Chairman was able to provide service to the public in the language of its choice, the Commissioner believed that due account had been taken of the purposes and provisions of the Official Languages Act.

## CANADIAN RADIO-TELEVISION COMMISSION

### *File No. 194—English Programming*

Several people complained of the high percentage of records in English in the programming of stations CKCH (Hull) and CJRC (Ottawa).

The Commissioner brought these complaints to the attention of the Canadian Radio-Television Commission which is presently studying the matter.

### *File No. 602—French Pronunciation*

An English-speaking person raised questions about the pronunciation of French names on English-language radio stations.

The Canadian Radio-Television Commission informed the Commissioner that although this matter was not covered by CRTC regulations, the Commission, because of its interest in linguistic questions, had always attempted to enlist the co-operation of broadcasters in this area.

Following discussions between the management of the station mentioned by the complainant and the CRTC, the station has agreed to attempt to meet the requirements of its listeners in each official-language group.

## OFFICE OF THE COMMISSIONER OF OFFICIAL LANGUAGES

### *File No. 496—Investigation to be Conducted in Private*

A New Brunswick correspondent asked whether the correspondence directed to the Commissioner of Official Languages was regarded as strictly confidential. She stated that she had several complaints concerning the way in which bilingualism programs were being implemented in federal government departments. Before registering these complaints, she wished to be assured that her anonymity would be guaranteed.

The Commissioner advised her that Section 28(1) of the Official Languages Act provides that “every investigation by the Commissioner under this Act shall be conducted in private”, and Section 29(3) stipulates that “the Commissioner shall require every person employed in his Office who is directed by him to receive or obtain information relating to any investigation under this Act to comply with any security requirements applicable to, and to take any oath of secrecy required to be taken by, persons employed in any department or other institution concerned in the matter of the investigation”. The confidentiality of her inquiry and the protection of her anonymity as a complainant were accordingly guaranteed by law. There was no further correspondence and the Commissioner closed his file.

### *File No. 746—Publicity*

An anglophone publisher in Manitoba wrote, through the intermediary of his Member of Parliament, to request that he receive a portion of federal government bilingual advertising. He would have liked his paper to carry for instance the Commissioner’s bilingual advertisement.

It was explained to the correspondent that the small experimental publicity campaign of the Office of the Commissioner of Official Languages had concentrated, on the particular occasion the publisher referred to, on the French-language press outside Quebec, both because it offered an opportunity to reach a public in particular need of the Commissioner’s assistance and because funds available for publicity were limited.

## COMMUNICATIONS

### *File No. 101—Unilingual Sign*

A correspondent asked the Commissioner to have a unilingual English sign of the Department in Ottawa made bilingual.

The Commissioner's office undertook a general study of signs in the National Capital Region. An account of this study and the resulting recommendations will be found in Chapter II of this report.

### *File No. 268—Personnel*

The complainant alleged that she was prevented from accepting a position as secretary to a unilingual Anglophone because she was herself a unilingual Anglophone.

Formerly, the complainant was employed in the Department of National Defence as an ST-5; she was transferred to the Department of Communications in a casual position and was subsequently offered a transfer to a permanent ST-5 position as secretary to an officer at the CS-5 level on the understanding that both officer and secretary would undertake French-language training. Shortly after the complainant accepted this position, she was informed that the offer of employment had been withdrawn because the officer in question would require a bilingual secretary.

The complainant did not understand why she was not permitted to take French-language training, particularly in view of the fact that, in her opinion, most of the positions being classified as bilingual are at the secretarial level.

The complainant further alleged that a unilingual anglophone secretary cannot work for anyone who is likewise a unilingual Anglophone because such an officer is unable to translate correspondence which he may receive in French. Conversely, the same secretary cannot work for someone who is bilingual because he may wish to give her dictation in French. The complainant concluded that such a situation effectively blocked employment opportunities and rendered promotion impossible.

Recruitment and promotional procedures must, under Section 39(4) of the Act, take "due account" of the "purposes and provisions of this Act" when the positions in question include duties relating to the provision of service to the public. After studying the points raised by the complainant, the Commissioner concluded that there was no infraction of this section.

The position sought by the complainant was designated as bilingual, as was the supervisory position (CS-5). A unilingual Anglophone was named to the CS-5 position because the Department of Communications was unable to find a bilingual person who met all the requirements

for that post. The incumbent, however, agreed to take intensive language training in order to learn French as soon as possible. With regard to the secretarial position, the Department was able to recruit a qualified bilingual person.

There were 359 positions in the Administrative Support category of which 115 (32%) were designated bilingual and there were still many opportunities for unilingual secretaries to work for unilingual persons.

The complainant was informed of the results of the Commissioner's investigation.

#### *File No. 435—Alleged Discrimination*

An Ottawa Member of Parliament wrote to the Commissioner to ask him to investigate alleged linguistic and racial discrimination against an English-speaking public servant who was one of his constituents. The Commissioner subsequently interviewed the complainant and obtained details of his complaint concerning the Department of Communications.

After careful examination of the information with which the complainant furnished him, the Commissioner found no evidence that his position had been "red-circled" for linguistic reasons. In addition, ethnic rather than linguistic discrimination was being alleged, and as such, did not constitute an infraction of the Official Languages Act.

The Commissioner did, however, offer to refer the complainant's case to the Fair Employment Practices Branch of the Department of Labour for consideration. He also volunteered to speak to the Chairman of the Public Service Commission about the possibility of obtaining second-language courses for the complainant and to suggest that he be considered for employment outside the Department of Communications. The Public Service Commission advised the Commissioner that they had referred his correspondence to the Director General of Staffing who would ask his officials to investigate the possibility of employment for the complainant outside his present department. It was suggested that the complainant discuss with departmental officials the possibility of going on French courses.

#### *File No. 464—Telephone Call to Toronto*

The complainant dialed the number of the Toronto telephone information service set up under the Department. He asked in French for the number of a department; the switchboard operator did not understand, and the caller therefore had to speak English.

The Department informed the Commissioner that its Government Telecommunications Agency was responsible for meeting the telecommunications needs of all government departments. One of the duties

of this agency was, of course, to make sure that all telephone calls, whether they were made in English or French, were put through.

In exchanges where there were no bilingual switchboard operators, the Agency had made special technical modifications to its switchboards so that a unilingual switchboard operator could quickly refer a call made in French to a predetermined location where it could be dealt with. Moreover, if the operators were federal government employees, they were given access to the government language courses.

The operators were sometimes unilingual English-speaking federal employees who were beyond the age at which, according to the Department, they could benefit from language courses. To ensure that service was still provided in both languages, technical modifications had been made to the system in August 1971. The operators had also received specific instructions on this matter.

The Department does not normally keep a record of calls, but it said that although the rerouting procedure is not often required, it has been successfully used to put through a certain number of calls. With regard to the complainant's call, however, the Department was not able to ascertain why the operator had not complied with instructions. Each operator was asked to study carefully the directives, copies of which were posted in a conspicuous place at each work station on the switchboard.

In early 1972, the Government Telecommunications Agency performed tests, in the presence of one of the officials from the Commissioner's office, on the ability to put through calls in the following cities: Halifax, Toronto, London, Ottawa, Moncton, Winnipeg and Vancouver. Each test was conclusive with respect to service and length of delay.

The Commissioner, however, has since recommended to the Department that it take the following steps:

clearly instruct unilingual operators to refer calls made in French automatically to a bilingual colleague without the client's having to persist in French before his call is finally referred to the appropriate person;

urge unilingual English-speaking operators to refrain from speaking English to French-speaking clients, since service should be provided automatically in the client's official language;

pursue its efforts to set up a means of communication which would allow French-speaking clients to place their calls in their own language in all cities where the service is not yet bilingual;

make sure that the delay is as short as possible.

The Department accepted all these recommendations.

## JOINT PARLIAMENTARY COMMITTEE ON THE CONSTITUTION

### *File No. 320—Language of Advertisement*

An Edmonton resident complained that the Joint Parliamentary Committee on the Constitution had not advertised its public hearings in Edmonton in the city's French-language weekly.

The Chairman of the Joint Committee replied that the decision to restrict its advertisement to daily newspapers was taken because of the number and disparate nature of weekly newspapers. It was too late to place an advertisement in the weekly now since the Committee had completed its public hearings.

No further investigation or recommendation could be useful.

### *File No. 643—Conduct of Hearings*

A complainant alleged that when he addressed the Joint Parliamentary Committee on the Constitution, no simultaneous translation was provided. The Commissioner, after consulting the Chairman of the Joint Committee, informed the complainant that simultaneous interpretation was available to those attending the Committee's hearings. However, a person standing at one of the floor microphones had to move to one of the equipped chairs to avail himself of the service. In the event that the equipment did not work properly, the Chairman would upon request provide a résumé in the other official language for the witness. Minutes of the proceedings of the session in question indicated that the complainant's comments had been translated.

There was no infraction of the Act.

## CONSUMER AND CORPORATE AFFAIRS

### *File No. 565—Correspondence*

A Francophone stated that following an interview conducted in French, he received a letter from the Department in English. In its reply to the Commissioner the Department indicated that its policy was to interview a candidate in French, English or both languages according to his choice. However when the position required a knowledge of English only, the Department usually sent the candidate his examination results in English.

Since this practice did not comply with the requirements of the Official Languages Act, the Commissioner recommended that the Department's correspondence be written in the language of the correspondent. The Commissioner stated that even if a candidate used both

official languages on forms, it was not too difficult to establish which was his mother tongue; his surname might provide another useful indication, although not always a reliable one.

*File Nos. 617 and 650—The Consumer Packaging and Labelling Act*

- A citizen of British Columbia was curious as to the application of the Consumer Packaging and Labelling Act. The Commissioner informed him that it was the responsibility of the Department of Consumer and Corporate Affairs to administer this Act.

- A citizen of Edmonton wondered if, under the terms of the aforementioned Act, he had to use packaging material with bilingual labelling for his merchandise. If this were the case he was opposed to doing so because none of his products were sent to Eastern Canada. The Commissioner referred this correspondent to the same Department.

*File No. 695—Competition Bulletin and Resulting Eligible List*

A federal public servant sent copies of a competition bulletin posted in the Department of Consumer and Corporate Affairs and the resulting eligible list. She ascertained that there were 148 candidates in this competition and pointed out in her letter that the first five successful candidates had French surnames. She expressed her surprise that there was not one English-speaking candidate with the desired qualifications and experience.

In reply, the Commissioner stated that his Office has two principal functions. First, it is responsible for ensuring that Canadians can deal with federal departments and institutions either in English or in French. To this end, his Office investigates grievances which may constitute infractions of the Official Languages Act. Secondly, the Office is concerned with the language of work in the federal public service. By intervening in exceptional circumstances where recruiting or promotional cases involve certain linguistic factors, the Office is able to assist both English-speaking and French-speaking public servants. The Commissioner emphasized, however, that the competition to which the complainant referred was a joint administrative responsibility of the Department of Consumer and Corporate Affairs and the Public Service Commission. The complaint was based on ethnic rather than linguistic considerations. In the absence of an apparent contravention of the Official Languages Act, the Commissioner was unable to be of direct assistance.

However, the Commissioner suggested that the complainant forward her comments to the Director of the Personnel Branch of the Department of Consumer and Corporate Affairs and to the Chairman of the Public Service Commission. He offered to make this referral on

the complainant's behalf but was subsequently advised that she had already referred the matter to the attention of the Chairman of the Public Service Commission who in turn conducted an investigation and forwarded the results to the complainant. She advised the Commissioner that she was satisfied with the outcome of this enquiry.

## ENERGY, MINES AND RESOURCES

### *File No. 329—Dominion Observatory in Ottawa*

The complainant charged that the Department did not offer services in French at the Dominion Observatory in Ottawa.

The Department admitted that the complaint was justified. In order to correct this situation, the scientific information officer was being given intensive instruction in French. In the meantime a bilingual guide had been hired to answer visitors' questions. The Department added that films in French and English on related scientific subjects had been provided for visitors who had to wait before entering the small room containing the telescope.

Before closing the file on this case, the Commissioner recommended that the Department in its advertising take account of the linguistic preferences of the French-speaking public at the Observatory.

### *Files Nos. 513 and 519—Language of Service*

- A French-speaking person placed an order with the National Air Photo Library and received a confirmation form in English.

The Department informed the Commissioner that the form in question had been replaced by two forms, one in French and one in English.

- A French-speaking person tried to telephone a friend who worked in the Department and was annoyed by the discourteous attitude of the unilingual English-speaking person who took his call.

The Commissioner felt that the incident did not constitute a contravention of the Official Languages Act because it did not involve a service normally offered to the public.

## ENVIRONMENT

### *File Nos. 147 and 580—Atmospheric Environment Service in Montreal*

Two French-speaking employees stated that in Montreal, English was the language of the work in the Canadian Meteorological Centre (formerly the Central Analysis Office) and in the Weather Office of the Atmospheric Environment Service. They wanted the Department to

recognize the right of its employees to work in the official language of their choice.

The Department accepted the Commissioner's recommendation that employees of all weather offices in the province of Quebec be allowed to work in the official language of their choice, but stressed the difficulties this would create in certain offices.

The Department stated that in several weather offices in Quebec, for example those in Quebec City, Sept-Îles, Val d'Or and St-Hubert, as well as in stations providing meteorological information to the public, employees could work entirely in the official language of their choice, provided that anyone wishing to communicate with an office or station could do so in his own language. The majority of employees in these offices are bilingual French speakers and there is no language problem.

With reference to the Montreal Weather Office, the Department made it clear that while this office gave information to the public in the region, its main purpose was to issue weather reports and forecasts through the meteorological communications system to weather offices, news services and so on in Quebec and other regions of Canada where they are used to provide a service to the public. Accordingly, there are many requests for weather reports and forecasts, sometimes bilingual, sometimes in French or English only. The Department feels that if employees were allowed to work entirely in the official language of their choice at the present time, the various customers of the Montreal Weather Office would be upset and frustrated because they would receive weather reports and forecasts sometimes in one language and sometimes in the other. However, the Department has taken steps to ensure that weather reports and forecasts will be prepared in both languages twenty-four hours a day. This service will go into operation at the beginning of July 1972 and will be completely organized by the end of the year.

According to the Department, the Canadian Meteorological Centre is a branch of the head office of the Atmospheric Environment Service and is responsible for distributing weather charts to forecasting offices throughout Canada. Because of its national scope, the Centre recruits meteorologists from weather offices all over the country. For this reason, and because only a limited number of them are bilingual, a large portion of these meteorologists are unilingual English speakers and English is the language of work. The Atmospheric Environment Service undertook a study of the feasibility of introducing bilingualism in the Centre, thus allowing meteorologists to work in the official language of their choice. However, the Department pointed out to the Commissioner that the success of such a project would depend on the implementation of a language training program in the Canadian Meteorological Centre as

well as in offices where the latter might recruit staff, and that as a result, nothing could be expected for a few years.

After receiving another complaint from several French-speaking meteorologists in the Atmospheric Environment Service in Montreal at the end of the financial year concerning the status of the French language in their place of work, the Commissioner decided to investigate both complaints under the more general heading of the status of the French language within the Service. Although neither of these situations has yet been corrected, the Department has stated its intention to comply with the Official Languages Act as soon as possible.

Prompted by these two complaints, the Commissioner also made a special study of bilingualism in the Atmospheric Environment Service. A report on this study may be found in Chapter II.

#### *File No. 311—Circular and Questionnaire*

A student at the Town Planning Institute of the University of Montreal charged that he had received the circular "To Students Employed in National Advisory Committees on Water Resources Research" and questionnaires from the Department's research and policy co-ordination directorate in English only.

The Department stated that in actual fact, the English documents had been sent to the Town Planning Institute before the corresponding documents in French because the translation of the latter was not yet ready. It apologized to the Institute and promised to send the French versions as soon as they were finished. It also assured the Commissioner that steps would be taken to avoid a repetition of this incident.

#### *File No. 418—Reply to Letters in French*

A former employee alleged that letters in French sent to a division of the Department were thrown in the wastebasket.

Investigation revealed that letters in French sent to the division in question were answered in that language.

#### *File Nos. 432 and 541—Native Trees of Canada*

Two complainants charged that at the end of 1971 the Department had not published the French version of the text *Native Trees of Canada*, although the English text had been published in January 1970.

The Commissioner informed the Department that the lapse of such a period of time between the publication of the English and French versions of a text constituted a violation of the Official Languages Act and recommended that the French text be published as soon as possible.

The Department explained the reasons for this delay, referring in particular to the translation of scientific terms from English to French. According to them, French terminology in the field of silviculture in Canada had deteriorated to the point where some English terms were translated literally. Apparently considerable research had been necessary to determine the correct terms. It was the Department's intention to publish the French version in December 1972.

In order to correct the overall situation, the Department decided to issue directives regarding all its publications in both official languages.

#### *File No. 486—Atmospheric Environment Service at Uplands*

On two occasions a French-speaking citizen telephoned the Atmospheric Environment Service at Uplands and could not obtain an answer in French.

The Department informed the Commissioner that at the time these calls were taken there were eight technicians—one bilingual, two partially bilingual and five unilingual English—on duty. Since then, the personnel had been changed to include four bilingual technicians and five who spoke English only. The bilingual technicians in the Department have been assigned in such a way as to provide the best possible service during the five regular shifts, thus leaving only twenty to thirty per cent of the day and night shifts without service in French.

The Commissioner recommended that the Department arrange for continuous bilingual service.

## EXTERNAL AFFAIRS

#### *File Nos. 255 and 574—Passport*

A Francophone could not obtain a passport application form in French from a Toronto post office; another upbraided the Department for having stamped three unilingual English notations on his passport.

In the case of application forms, the Department notified postmasters to take the necessary steps to see that forms would be available at all times in the two official languages; a spot-check of post offices in the Toronto, Montreal and Vancouver regions was undertaken to ensure that the directive was being respected.

With respect to unilingual stamps, they have not been used for several years, having been replaced by bilingual stamps at the time that passports were rendered entirely bilingual.

*File Nos. 461, 599, 626—Overseas Service*

- A Canadian residing in Chile could not obtain services in French from the Canadian Embassy in Santiago.

The Department admitted that the Embassy was for some time operating without staff capable of speaking both official languages; it informed the Commissioner that measures had been taken to correct the situation so that it would not recur.

- A student complained that the person to whom she made enquiries at the Canadian Embassy in Paris about renewing her passport could not speak English.

The Commissioner could not investigate this complaint since the complainant refused to provide him with the relevant information that would have allowed him to initiate an investigation. The Commissioner informed the complainant that his Office had conducted a thorough study of all aspects of bilingualism at a number of Canadian embassies abroad, and that the Department had already begun to implement the recommendations of the study.

- A Francophone pointed out to the Commissioner that at the Canadian Embassy in Paris the person who answered the telephone on January 1, 1972 at 11 o'clock a.m. could not speak French and requested the caller to express himself in English.

The Department notified the Commissioner that the person in question belonged to the corps of guards responsible for ensuring the Embassy's security. This person had passed the Public Service language test and was considered bilingual in accordance with the standards established for his category. Apart from this person, the Embassy has, henceforth, engaged four bilingual guards.

In addition, the Department notified the Commissioner that specific directives had been issued with a view to ensuring that services provided by receptionists, switchboard operators and guards are bilingual.

*File No. 479—Training Course*

The complainant, who did not wish to register a formal complaint, reproached the Passport Office for offering training programmes to francophone supervisors in English.

The Commissioner requested the Department to provide an explanation. The Department replied that the course was offered in English on an experimental and voluntary basis. It is, however, the Department's policy to ensure that courses are offered in both official languages to both Passport Office supervisors and personnel of other departments before they are posted overseas.

*File No. 492—"Welcome to Canada"*

The Canadian Consul and Trade Commissioner at Buffalo, N.Y., advised the Department that he had received a number of complaints concerning a bilingual "Welcome" sign on the Canadian side of the Peace Bridge between Buffalo and Fort Erie, Ontario. The languages used on the sign were English and Gaelic.

The Department of the Secretary of State brought the complaints to the Commissioner's attention. The Commissioner started negotiations to persuade the Peace Bridge Authority, a hybrid independent organization composed of both Canadians and Americans, to alter the sign to include French as one of the welcoming languages. The immediate vicinity of the bridge was then in a state of chaos because the Ontario Department of Highways was rerouting the approaches to the bridge from the Queen Elizabeth Highway and there were many temporary signs. The Authority promised that, as soon as construction was completed, it would erect a sign to welcome returning Canadians and others in at least our two official languages.

*File No. 498—Language Courses*

A communicator employed at a Canadian mission abroad complained that inadequate provision was made for him and his colleagues to receive second-language instruction during working hours.

The complainant was advised that the matter raised did not constitute an infraction of the Official Languages Act, because the Act imposed no duty on Departments to furnish language training.

*File No. 501—"External" Affairs or "Foreign" Affairs*

A Francophone protested against the use of the word "external" instead of the word "foreign" in the expression "Department of External Affairs".

Since this usage does not contravene the Official Languages Act, the Commissioner suggested to the correspondent that he write directly to the Department about this matter.

*File No. 533—English Letter to a Francophone*

A review of a book appearing in *Le Devoir* stressed that the Department sent a letter written in English to a francophone cousin of the book's author.

The Department transmitted to the Commissioner a copy of a letter written by the cousin. The cousin stated in this letter that correspondence between him and the Department was conducted in English

at his request so as to avoid possible delays due to translation. Thus, there was no question of the cousin registering a complaint about this matter. He dissociated himself from the unfavourable remarks made about the Department in both the book and in the review.

*File No. 598—Inflammatory Speech in Lyons*

At a dinner in Lyons, France, where he was the guest speaker, the Commissioner tried to explain the virtues and progress of bilingualism in Canada. After his talk, a distinguished lady listener gently handed him a booklet of matches provided for the occasion by the Canadian Embassy. The words "close cover before striking match" were in English only, to the Commissioner's bemused embarrassment.

The Undersecretary of State for External Affairs, asked if he could cast light on this minor but symbolic risk of not warning Francophones, as well as Anglophones, that they might get their fingers burned, readily undertook to have the offending booklets present a bilingual warning in future.

## HOUSE OF COMMONS

*File Nos. 449, 453, 466, 470—Security Guards*

Three francophone security officers at the House of Commons complained that Anglophones always received priority for the most senior positions of the Security Service, and that the most recent appointments to the position of Chief and Deputy-Chief of the Service once again were given to unilingual Anglophones. A Francophone Member of Parliament also wrote to the Commissioner, on behalf of the security officers, reiterating their claims.

The security officers did not wish to formally contest the appointments made, but wanted to have the entire situation examined in the light of the Official Languages Act, with a view to future appointments.

An interview was arranged between the Sergeant-at-Arms of the House and an officer of the Complaints Service during which the entire procedure of appointments and promotions was discussed both for the Constabulary Service and the Detective Service. The main criteria for promotion are (1) the individual's general background (2) his present and past performance on the job (3) his general abilities as evaluated by 15 senior members of the protective staff (in the case of those holding the rank of corporal) (4) the state of his health (5) his linguistic ability in the two official languages and (6) seniority. These factors are not presented necessarily in the order of importance attached to them.

No competitions are held for promotions within the Security Service. Until 5 years ago there were competitions, but personnel of the protective staff itself requested that the practice be discontinued.

Neither seniority nor linguistic ability is the prime consideration. Nevertheless, the Sergeant-at-Arms affirmed his awareness of the greater importance of bilingualism in the evolving situation and stated that of the last 25 recruits to the Security staff, 22 were bilingual.

Furthermore, it was his intention to appoint a bilingual Franco-phone to the post of Chief of the Security Services upon the retirement of the incumbent in July 1972. As for the position of Chief of the Detective Service (as opposed to the Constabulary Service), this post had very little, if any, contact with the public, and consequently did not require bilingual capability.

It was recommended to the Speaker of the House of Commons that certain positions at the senior level be designated as bilingual. The Speaker replied that he would take the suggestion under advisement and discuss all these matters with the persons concerned.

A later personal meeting between the Speaker of the House and the Commissioner (accompanied by the Complaints officer) confirmed the interest of the Speaker in determining that the Security Services of the House of Commons should conform to the spirit and intent of the Official Languages Act.

The Member of Parliament wrote again to the Commissioner, raising some bicultural aspects of the case. In his reply, the Commissioner discussed the difference between language of service and language of work, and emphasized the principle of institutional bilingualism.

#### *File No. 485—Interpretation Service*

An Anglophone from Ottawa alleged that the simultaneous interpretation service in the House of Commons was useless, for all practical purposes, due to technical difficulties in the electronic system. He claimed this posed a serious problem for visitors to the public galleries, particularly unilingual Francophones.

As a result of a visit to the Clerk of the House, it was learned that during the period of installation of a new sound system, many technical problems had been encountered, and the system had not functioned properly for some weeks. However, by the end of September the system was functioning very well in all respects.

#### *File No. 592—Admission Form*

An anonymous complainant criticized the Security Service of the House of Commons because the heading of a form to be completed by

people wishing to see someone in the Parliament Buildings was in English only.

The complaint was founded, but the investigation revealed that the error had been unintentional. In future, the forms will have bilingual headings.

*File No. 718—Submission of Briefs to Standing Committee*

An Ontario correspondent wrote to the Commissioner concerning the submission of briefs to a House of Commons Standing Committee. The advertisement requesting that briefs be submitted stated that "if possible, forty copies in English and forty in French should be provided." The correspondent interpreted this as a requirement, and stated that it posed a problem for individuals or small groups not possessing a bilingual capability or facilities for duplicating copies of a brief.

The Commissioner advised the correspondent that he had spoken with the Clerk of the House of Commons and with the Clerk of the Standing Committee, and had received their assurance that they would welcome a brief submitted only in English, or only in French, even if it were a single copy.

The Commissioner subsequently reviewed with the Clerk of the House of Commons the rewording of requests for submissions so that the number of briefs submitted and the language of their preparation are clearly understood to be optional.

## INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

*File Nos. 190 and 197—Publications*

- A buyer of crafts complained that the Department did not offer him a list of prices in French even though the list is available in both official languages under separate cover.

In order to avoid such misunderstandings the Department decided to publish the list in future in the two languages under the same cover.

- A public servant attached to the Department complained that certain departmental publications were not translated into French.

Since the Department was in the process of correcting this situation as a result of having received other complaints from outside, the original complaint was withdrawn.

*File Nos. 295, 424, 428, 490—National Parks*

The Commissioner received four complaints regarding the lack of French-language service in the National Parks.

At the Fundy National Park (N.B.) and at other localities in Nova Scotia and Prince Edward Island that come under federal jurisdiction, the officials in charge at the park entrances could not speak French and the explanatory folders were available in English only. In several national parks, particularly at Yoho, the poor quality of French is taken to task as well as the English unilingualism of certain signs.

A thorough study of the National Parks and Historic Sites Branch of the Department of Indian Affairs and Northern Development was undertaken by the Commissioner's office in co-operation with the Department. Details of this study are found in Chapter II.

#### *File No. 551—Publicity*

The complainant sent the Commissioner clippings of advertisements that appeared in Winnipeg English-language dailies. Several advertisements were placed by the Public Service Commission for the purpose of filling positions in the Department. Others, placed by the Department itself, comprised requests for tenders. The writer emphasized that this advertisement only appeared in the English-language press and wondered why it did not also appear in the French press.

The Public Service Commission and the Department pointed out that their advertisements are normally placed in the daily press, but since a daily French-language newspaper does not exist in Manitoba the advertisement in question only appeared in the English press. If there had been a French-language daily, the Department would have resorted to it as it normally does in areas where French-language dailies are printed.

As a result of this complaint, the Department assured the Commissioner that as far as possible in future, it will use French-language weeklies in Western Canada for placing advertisements concerning the National Parks and Historic Sites Branch.

## INDUSTRY, TRADE AND COMMERCE

#### *File Nos. 226, 312, 385—Office of Tourism*

Two complaints were directed at the Office of Tourism situated on Kent Street in Ottawa. The first complainant said that his questions in French had been answered in English. He also complained that he had been unable to obtain the French version of a folder published by the Province of Quebec. The second complainant charged that this office was unable to provide the public with detailed documentation in French on any province except Quebec.

After investigating the first complaint, the Department replied that the office provided service in both official languages during office

hours and that publications from the Province of Quebec were generally available in both official languages. In this case the complainant had referred to an unusual situation which in no way reflected office policy in this area.

As for the second complaint, the Department explained that folders published by the Office and distributed by its Canadian branches were available in both official languages. A certain number of brochures from the provinces or from private organizations not subject to the provisions of the Official Languages Act were also available to the public. The complaint undoubtedly referred to these publications.

The third complaint concerned the Office's publication entitled "Adventure Tours of the Trans-Canada Highway". The complainant stated that this brochure had not been published in French. However investigation revealed that there was a French version under the title «A la découverte du Canada par la route trans-canadienne».

#### *File No. 401—Book Exhibition in Dallas*

The complainant said that during a visit to the book exhibition which was held in Dallas, Texas, in June 1971, during the American Library Association Congress, he noticed that the Department of Industry, Trade and Commerce, which was responsible for Canadian participation, did not convey the image of a bilingual country in that it identified itself only in English; also, the envelope and the cover of the catalogue of French books had inscriptions in English only.

In its explanations, the Department admitted that its name had appeared only in English on the stand, but said that its policy was to provide commercial information in the language of the clientele, but to print its name in English and in French on each publication and to display its name, when it was to appear on the stand, in both official languages.

The Commissioner recommended that, for all exhibitions, the name of the Department (or any official designation) be written in both official languages on signs and envelopes and on all advertising material. He also recommended that the address on the order forms always be written in both languages.

#### INFORMATION CANADA

##### *File No. 266—Student Assistance Centre*

A French-speaking correspondent went (summer 1971) to the student assistance centre set up in Information Canada's enquiries service, in Ottawa, and was not able to obtain information in French.

Information Canada admitted that such an incident could have occurred, since it took the agency a certain length of time to make its student assistance centre bilingual, for reasons beyond its control.

*File No. 325—Advertising*

A French-speaking correspondent pointed out to the Commissioner that Information Canada had advertised only in English in the bilingual publication "What's On in Ottawa/Voici Ottawa". Since this periodical is intended for inhabitants of and visitors to the National Capital Region, he wondered why Information Canada had not drafted its message in both official languages.

Information Canada apologized for this fact, and assured the Commissioner that special consideration would be given to this aspect of its advertising program.

*File No. 360—In Toronto*

An Anglophone protested that, when he telephoned Information Canada in Toronto, he received a bilingual greeting with the French portion first. He viewed the use of French in this context as superfluous and undesirable. Moreover, he objected to bilingual titles and captions on federal government writing paper and advertisements.

The investigation revealed that the telephone number listed for Toronto access to Information Canada was linked to the organization's central telephone exchange in Ottawa where services were, in accordance with the requirements of the Official Languages Act, provided both in English and in French. This information was forwarded to the complainant.

*File No. 504—Quality of Language*

A French-speaking correspondent brought to the Commissioner's attention several errors in the French text in one of Information Canada's bilingual publications.

The errors described were so trifling that the Commissioner decided not to investigate the complaint.

*File Nos. 524 and 698—"Acadian Education in Nova Scotia"*

A French-speaking association in Nova Scotia complained to the Commissioner that it was impossible to obtain the French version of the study *Acadian Education in Nova Scotia*, which was undertaken for the Royal Commission on Bilingualism and Biculturalism.

The Commissioner obtained the following information: the study in question was published only in English—there is no French version.

This situation is the result of a decision made by the Royal Commission on Bilingualism and Biculturalism, before the Official Languages Act was passed, to the effect that any research papers it decided to publish would appear only in the language of the author. Various criteria, of course, governed the choice of studies to be published, including the nature and importance of the subject, the quality of the work and professional and financial considerations.

In the present case, the Commissioner acknowledged that the study was of importance to French speakers in Nova Scotia, and, in a gesture of exceptional co-operation, the Secretary of State's Translation Bureau agreed to the Commissioner's request to translate it. The Commissioner sent several copies of the French translation of the study to the complainant.

## JUSTICE

### *File No. 157— "Here Come de Judge"*

A French-speaking correspondent complained that a unilingual English-speaking judge had been appointed to the county court in an area in New Brunswick where there is a large number of French speakers, and said that in the field of justice, every effort should be made to eliminate difficulties in communication.

The Department replied that the problem had many different aspects, both general and particular:

1. When this judge was appointed, consideration was given to the fact that the New Brunswick Legislative Assembly was going to make legislative changes. There was, in fact, agreement to this effect between the Attorney General of the province and the Minister of Justice. The Attorney General of New Brunswick tabled a bill aimed at establishing the office of chief justice and at giving the latter the authority to nominate a judge who could preside over a county court other than the one to which he had been appointed. Such a measure would make the system of county courts in New Brunswick more flexible by making it possible to appoint bilingual judges where necessary.
2. The judge's jurisdiction covers four counties which have different linguistic compositions and some of which have a low percentage of French speakers.
3. The appointment of a judge to a certain court is not in itself a solution to the language problems involved in the administration of justice. Several other factors are involved, including the language ability of the court staff and the lawyers pleading the case, the language in which the provincial statutes are written, the language used to teach

law in the province, and language ability in the courts of appeal. It seems, in fact, that the only satisfactory solution is simultaneous interpretation.

4. The essential element in this entire matter is obviously fair and equitable application of the law; consequently, the criterion of professional competence should have precedence over other criteria, including that of language ability.

5. In the administration of justice, provincial responsibilities are so important that the federal government, although responsible for appointing judges, would be ill-advised to violate in any particular the aims and objectives of the provincial authorities. It is for this reason, moreover, that several sections of the Official Languages Act, in particular section 11, were modified after the bill was introduced in the House of Commons in the autumn of 1968.

6. Finally, the judges appointed by the federal government have had access for the last two years to the Canadian government's language courses. A number of judges have taken these courses.

The Commissioner was without jurisdiction in this case, but expressed the opinion that the Department of Justice should have taken this opportunity to make a positive contribution to the improvement of the language situation in the field of justice.

#### *File No. 406—Appointment of a Judge to the Federal Court*

A citizen of Regina objected to the appointment of a certain judge to the Federal Court. According to the correspondent, the judge had an inadequate knowledge of French and had in the past, while performing official duties, displayed a hostile attitude towards French Canadians.

The Commissioner did not investigate the complaint because it involved no contravention of the Act. The provisions of the Official Languages Act do not require all judges of the Federal Court to be bilingual.

## MANPOWER AND IMMIGRATION

#### *File Nos. 103, 143, 182, 429, 463—Canada Manpower Centres*

- A French-speaking complainant stated that the signs on the Manpower Centre on Yonge Street in Toronto were in English only.

During the summer of 1970, a luminous bilingual sign was installed on the facade. There was also a bilingual notice on the main entrance door stating the office hours. However, the other notices in the

Centre were in English only, but were to be changed shortly. It is possible, however, that the complainant confused the office in question with that of a private manpower agency located nearby.

- A French-speaking resident of Manitoba received an English letter from a French-speaking employee of a Manpower Centre.

The Management of the Centre in question took steps to revise its administrative procedures in order to provide all services in both official languages at all times.

- A French-speaking complainant alleged that the number of employees at the Manpower Centre in Ottawa who are able to speak French is inadequate, particularly at the higher levels.

The Department stated that 62 per cent of this Centre's employees were bilingual and that seven per cent had some knowledge of French. After examining the distribution of staff among the various sectors of activity, the Commissioner came to the conclusion that the office seemed to be capable of providing adequate services in both official languages.

- On two separate occasions, two complainants alleged that the receptionist/switchboard operator at the Canada Manpower Centre in Moncton was not sufficiently bilingual to receive calls in the French language.

The Department replied that steps had been taken to increase the bilingual capacity at the switchboard by appointing a fully bilingual operator.

#### *File No. 108—Reception in Ottawa*

A French-speaking complainant reported that he was challenged aggressively by the unilingual English-speaking commissioner at the main entrance of the building where the Department's headquarters are located.

At the outset of the investigation of this complaint, the Department informed the Commissioner that it had, on its own initiative, brought about certain changes so that all guards who have contact with the public in the above-mentioned building are now bilingual. The commissioner involved was transferred before the Commissioner completed his investigation, and the Commissioner obtained the Department's assurance that the commissioner had not suffered and, following his transfer, would not suffer any decrease in salary or prestige because of the fact that he was unilingual.

#### *File No. 422—Language Training*

A complainant wrote to describe the difficulties he encountered in obtaining language training as a part of a manpower training program.

The complainant was informed that the Statute did not give the Commissioner jurisdiction over the teaching of second languages.

*File No. 468—Retraining Courses*

An English-speaking resident of the province of Quebec stated that his wife had applied to a regional Canada Manpower Centre for information on job retraining. She was allegedly informed that no retraining courses had been offered in English in the province of Quebec during the past two years and that she should go to Ontario to obtain instruction in English.

The Department stated to the Commissioner that its investigation disclosed that departmental policy is to purchase retraining courses whenever there is a sufficient need. In Quebec, where a sufficient number of English-speaking clients require courses, such instruction is provided in English. Where, however, the demand for courses in English is insufficient to warrant their purchase, English-speaking clients are enrolled in suitable courses at other locations, even, on occasion, outside their province of residence.

At the time of the Commissioner's investigation, fifteen courses in English, including basic training and specific trade training courses, were being conducted by the Department in the Montreal area.

The manager of the regional Manpower Centre involved did not recall the incident giving rise to this complaint, but the Department emphasized that it would consider such an incident a regrettable misunderstanding.

The complainant was so informed.

*File No. 511—Halifax*

The president of a French-language organization in New Brunswick recently received a reply in English from the Halifax office of the Department to a letter written in French.

The complaint was in connection with new programs set up to stimulate the labour market and create new jobs. These temporary programs were thus not part of the Department's usual activities, and had involved an excess of work and an increased volume of correspondence with the public.

Because of the large number of applications received, the importance of implementing the programs quickly and the desire to serve the public as rapidly as possible, a letter written in English was inadvertently sent to a French-speaking person.

To find out if the same mistake had been made in connection with other applications for local initiative projects, the regional repre-

sentatives in Halifax reviewed each of the files. They concluded that this had been an isolated case. The Department reminded the personnel in charge of running these programs of the importance of always providing the public with service in both languages.

*File Nos. 516, 586—Publicity*

Two French-speaking complainants accused the Department of publishing advertisements in Manitoba in English-language daily newspapers only. They wished to be able to be informed of federal agencies' activities through the French-language media, and requested that the agencies use French-language weekly newspapers in regions where there are no French-language daily newspapers.

The Department reported that these complaints and a previous recommendation made by the Commissioner had prompted it to review its policy on publicity. It promised to make use of French-language media in the future.

*File No. 540—From St. John, N.B.*

The president of a labour union local in St. John, N.B., wrote to the Commissioner to express his opposition to an article which appeared in the *St. John's Telegraph Journal*. In this article the Commissioner was quoted as indicating that the fears of unilingual Anglophone public servants in the face of the bilingual program are unjustified. The complainant stated that in the Atlantic Region, many in-service competitions are being held with the requirement that applicants be bilingual. He stated that when qualified bilingual candidates are not found within the Atlantic Region, the Department of Manpower and Immigration has gone outside the region in order to fill the positions. Personnel who applied for language training under government auspices as long as four years ago had allegedly not been offered such courses. The complainant also alleged that educational qualifications demanded for entry into the Public Service in 1966 had been lowered in some competitions where bilingual capability was a requirement. He further stated that there are regulations on record calling for at least 50% of personnel located in a designated area to be bilingual.

In reply, the Commissioner advised the complainant that he had discussed the matter of implementation of bilingualism policies in the Atlantic Region with officials of the Public Service Commission and had obtained a legal opinion as to whether access to language training is a right under the Official Languages Act.

This inquiry revealed that the duty to provide second-language training is not imposed on Departments by the Act. Accordingly, such training cannot be considered a right under the Act. The matter of

bilingual positions within the federal government service is the prerogative of the department concerned and the Commissioner could intervene only if the result of such designation led, in his opinion, to a contravention of the Act.

While the Commissioner appreciated the vital importance for all public servants of the points raised in the complainant's letter, he was obliged to conclude that none of these factors constituted an infraction of the Official Languages Act. Accordingly, he advised the complainant that his Office could not be of assistance to the members of his association on this occasion and suggested that the labour union members continue to indicate to their departmental personnel their desire for second-language training as soon as possible.

In his discussion with the Public Service Commission, the Commissioner had stressed the great importance which his Office places on the Public Service Commission considering with all possible sympathy every request for second-language training, even though under the Act federal employees cannot insist on access to such courses.

#### *File No. 666—Hypothesis*

An anonymous person consulted the government telephone directory for the National Capital Region and reported that, on the basis of the names listed therein, the Administration Division was English only.

The Commissioner did not investigate this complaint because it did not dispute that services were offered to the public in both languages.

#### *File No. 667—In Moncton*

An official of a labour union in Moncton, New Brunswick, wrote to the Commissioner of Official Languages objecting to what he called the speed and surreptitious manner with which the Department of Manpower and Immigration was acting to implement its bilingualism program. He stated that since the Moncton area had not even been designated a bilingual district, this action was a clear-cut and wilful contravention of the Official Languages Act.

In reply, the Commissioner stated that it is his duty under the Official Languages Act to take all actions and measures within his authority with a view to ensuring recognition of the status of each of the official languages and compliance with the spirit and intent of the Act in the administration of the affairs of the institutions of the Parliament and Government of Canada. In the circumstances to which the complainant referred, Section 39(4) of the Official Languages Act had to be taken into account.

The Commissioner consequently stated that appointment and promotion procedures are the responsibility of the Public Service Commission. He is merely obliged to ensure that the Public Service Commission, in discharging its duties, respects the spirit and intent of the Official Languages Act. Moreover, he is authorized to consider complaints forwarded from anyone who believes that he is being unjustly treated in a hiring or promotional competition by the Public Service Commission in the matter of appointment or advancement involving linguistic factors when the position in question involves provision of service to the public. The Commissioner added that since he was very concerned about the French and English climate in the federal Public Service and since there might be additional factors which the complainant wished to raise, he would be pleased to meet with him.

This meeting took place in Moncton and proved mutually informative. In subsequent correspondence, the Commissioner advised the complainant that he had repeatedly stressed to officials of the Public Service Commission the great importance which his Office placed on the Public Service Commission considering with all possible sympathy every request for second-language training, even though, under the Official Languages Act, federal public servants have no statutory right to such training.

## NATIONAL CAPITAL COMMISSION

### *File No. 425—Lac Philippe: Concessionaires and Lifeguards*

A Sunday visitor to Lac Philippe during the summer complained that concessionaires and lifeguards were unable to answer him in his own language and that most of the information was given out in English.

The National Capital Commission informed the Commissioner that it had paid special attention, following similar complaints, to the makeup of its staff. It provided him with a list of its employees working at Lac Philippe, with an indication of their ability to express themselves in either of the official languages. A representative of the Commissioner's Office visited the site and noted that the distribution of personnel was such that the staff was able to offer bilingual service. The Commissioner recommended that loud-speaker announcements be given in both official languages.

The NCC makes a distinction between announcements of public interest made over the loud-speaker in both official languages and those which a swimming instructor might make by megaphone to one or more people breaking the rules or whose behaviour would be considered unacceptable. In the latter case instructions are first given in one language and, if they are not obeyed, are repeated in the other language.

The NCC gave three reasons to justify this practice:

1. The lifeguards usually know the language of the offending group.
2. In this way, an attempt is made to reduce the length of the warnings as much as possible in order not to disturb the peace and quiet of other visitors.
3. When he takes time to speak to individual groups, the lifeguard has to interrupt his general surveillance. Thus there is a public safety factor involved.

The NCC promised to see that the choice of language used in giving instructions by megaphone is in accordance with the spirit of the Official Languages Act, while avoiding unnecessary noise and having regard to public safety.

### *File 737—Interpersonal Relations*

An employee of the Parks and Grounds Division of the National Capital Commission complained of being unable to speak to his superiors in French, and claimed that immigrants were treated much better than French-speaking Canadians.

In a letter to the complainant, the Commissioner asked him to give specific examples of offences against the Official Languages Act. When the complainant failed to reply, the Commissioner closed the file.

## NATIONAL DEFENCE

### *Introduction*

While the total number of complaints involving the Canadian Armed Forces was small in relation to the size and complexity of the Department, the issues raised were important. In two instances, it was deemed advisable to proceed by way of a comprehensive on-site survey of military establishments located in Quebec and Ontario. The results of these and other investigations are summarized in subsequent paragraphs.

The Department has examined rigorously each complaint submitted and replies to enquiries or recommendations made have shown a firm desire to comply with the letter, spirit and intent of the Act. While the Canadian Forces suffer from a serious shortage of bilingual personnel and are not yet in a position to provide bilingual services at all locations where Francophones are present, the implementation of its comprehensive "Programme and Plan to Increase Bilingualism and Biculturalism in the Canadian Armed Forces", tabled in the House of Commons on February 26, 1971, is being actively pursued.

## *A. Bagotville*

### *Background*

Canadian Forces Base Bagotville is a major defence establishment, located in the Saguenay—Lac Saint-Jean area, some 135 miles north of Quebec City. It is the home station of three flying squadrons under the operational control of two separate major commands of the Canadian Forces, namely, Air Defence and Mobile Command with headquarters at North Bay, Ontario, and Saint-Hubert, Quebec.

It is also the location of a field technical training unit for the air element of the Canadian Armed Forces, as well as other auxiliary units. The Base itself is a subordinate element of Air Defence Command; it has a key role in the air defence of Canada in the context of the Canada-United States defence agreements. At the end of July 1971, CFB Bagotville had a strength of 1,369 military personnel and 375 civilian employees exclusive of allied forces personnel.

The linguistic posture of CFB Bagotville was significantly modified with the re-activation, in 1969, of 433 Squadron as a French-language unit of the Canadian Forces. This squadron, now known as "433<sup>e</sup> Escadrille tactique de combat", is a lodger unit on the Base, and is itself a subordinate element of 10 Tactical Air Group of Mobile Command of the Canadian Forces.

The role of CFB Bagotville is to provide administrative support to its integral and lodger units, and to other designated elements of the Canadian Forces located in the Saguenay area. The Base itself is not engaged in the provision of direct services to the public at large. Its "public" consists, primarily, of members of the Canadian Forces, dependents of service members who either live on the Base or are authorized to make use of its facilities and civilian employees of the Base including auxiliary personnel such as teachers. In addition, the Base supply section and the Base Exchange increasingly deal with civilian firms for the procurement of goods and services on a contract or direct purchase basis. Several thousand civilian guests visit the Base annually.

In the last two years, the Commissioner of Official Languages has received complaints related to bilingualism at CFB Bagotville from both English- and French-speaking Canadians. From September 8 to 13, 1971, two members of the Complaints Service, with the full cooperation of the Department of National Defence, undertook a relatively comprehensive appraisal of the state of bilingualism in relation to the visual and non-visual aspects of the services provided by certain organizational elements at CFB Bagotville. They interviewed a number of officers, other ranks and civilians concerned with the management of personnel, or with the provision of services to members of the Canadian Forces,

their dependents, civilian employees and tradesmen; they also visited locations within the base where services were being provided. All interviews were conducted in private and all requests for information were met in a spirit of full cooperation.

### *Findings*

CFB Bagotville is not a typical military establishment from the linguistic point of view. Indeed, it is neither an English-language nor a French-language unit. While Francophones form the majority, especially in the lower ranks, unilingual Anglophones hold several of the most important positions. This accounts for the generally English character of the Base. Nevertheless, all pertinent services to the public at large are offered in both official languages, as required under the Act. Our recommendations to the Department of National Defence were inspired mainly by a general concern for ensuring that both official languages possess and enjoy, within the Base, equality of status and equal rights and privileges as to their use as required under Section 2 of the Act. For this reason, it was deemed unnecessary to set target dates for the implementation of our recommendations; the Commissioner did stress, however, the need to bring about these changes without affecting in any way the accomplishment of the critical operational mission of the Base. The Department of National Defence has agreed in principle to all of our recommendations and the Commissioner is following closely, through progress reports, their implementation.

The Commissioner's recommendations were as follows:

#### *Base Administration*

that a detailed examination of each organizational element within the Base be undertaken to identify areas of services that should be provided or offered in both official languages, and that the Base formulate a plan and implement a programme with target dates for providing such services;

#### *Base Bilingual Adviser*

that a staff officer of senior rank be formally designated to act as Base Bilingual Adviser or Coordinator;

#### *Translation Services*

that CFB Bagotville be provided with an on-site and competent translation service;

#### *Base General Library*

that the Base Commander take appropriate measures to correct the present imbalance in the number of French books held in the Base library;

### *Base Exchange Theatre*

that the practice of showing only English-language films in the Base Exchange Theatre be reviewed by the Base Commander with a view to including some French-language films;

### *Leave and Licence Agreements*

that concession and leave and licence agreements entered into by the Base Commander with Francophones be issued in the French language;

### *Married Quarters and Mobile Home Park*

that all documents pertaining to married quarters or mobile home sites be issued in the official language of the occupant;

### *Language training*

that English-language instruction be made available on a voluntary basis at CFB Bagotville as is now the case for French-language training;

### *Base Newspaper*

that the *Bagotville Phare-Beacon* take all possible measures to increase its French-language content;

### *Base Radio Station CKBG*

that CFB Bagotville initiate action to review and, if appropriate, to change the licence under which CKBG operates so as to allow the use of French in its programming;

### *Civilian Personnel Administration*

that the publications, forms and other documents required for the administration of civilian employees be issued in both official languages;

### *410 and 425 Squadrons (English-language Squadrons)*

(i) that units of the Canadian Forces which include Francophone personnel keep a set of French-language administrative publications, forms and orders and,

(ii) that CFB Bagotville take measures to ensure that its administrative sector (now a French-language unit) is staffed with an adequate number of bilingual personnel in order to provide services to Anglophones in their own language;

### *433<sup>e</sup> Escadrille tactique de combat*

(i) that, since the squadron is a French-language unit, the posting of unilingual or insufficiently bilingual Anglophones to 433<sup>e</sup> Escadrille tactique de combat be on a voluntary basis, and that these Anglophones serving with the squadron be replaced as soon as members with the appropriate linguistic and technical skills become available;

- (ii) that available services affecting personnel as individuals be provided to members of the squadron in the official language of their choice irrespective of their bilingual competence; and,
- (iii) that the translation of technical publications and engineering orders required for the squadron be accelerated.

## *B. Trenton*

### *Background*

At the Commissioner's request, and with the full cooperation of DND, a member of the Complaints Service visited Canadian Forces Base Trenton, on March 13-14, 1972, to investigate a complaint concerning the availability of bilingual services to users of its air transport facilities (see File No. 73 below). The Commissioner's representative interviewed several officers concerned with the provision of services to authorized users, and examined installations where services are provided.

### *Findings*

The main passenger air terminal of the Canadian Forces is located at CFB Trenton. Some 11,000 passengers pass through it each month. While no exact figure of the number of Francophone users could be obtained, it was estimated at between ten and fifteen percent. Demand for services in the French language usually comes from the wives and other dependents of Francophone members travelling separately.

Our investigation revealed that bilingual services provided by CFB Trenton did not meet fully the requirements of the Official Languages Act. The main weakness could be attributed to a shortage of bilingual personnel, both military and civilian, to staff all passenger-related services. The Department of National Defence agreed in principle to our recommendations and informed the Commissioner that the necessary steps were being taken to remedy the situation as quickly as possible:

The Commissioner's recommendations were as follows:

#### *Main Gates*

that the situation regarding the provision of bilingual services to visitors be reviewed, and that appropriate measures be taken to ensure the availability of efficient services in both official languages;

#### *Yukon Lodge*

that appropriate measures be taken to ensure that a bilingual capacity exist at all time at the reception desk;

that the display of flight information at the reception desk be in both official languages;

that menus in the restaurant be displayed in both official languages;

that the information placed in guest-rooms or posted in the laundry room be displayed side by side in English and French;

#### *437 (Transport) Squadron*

that the words "Canadian Armed Forces" and "Forces armées canadiennes" be affixed on each side of the CC137 aircraft;

that measures be taken to provide bilingual services on each passenger flight;

#### *2 Air Movements Unit*

that measures be taken to increase the number of bilingual personnel in 2 Air Movements Unit so that bilingual services are provided at all times to authorized passengers;

that the menu of the snack-bar in the passenger terminal be in both official languages; and that the concessionaire be invited to provide services in both official languages and that his operating contract be amended at the first opportunity to take this obligation into account;

that CFB Trenton take appropriate measures to ensure that French-language books and magazines are available at the news stand in the passenger terminal.

### *C. Specific complaints*

#### *Right of Members of Armed Forces to File Complaints*

A French-speaking member of the Canadian Forces asked the Commissioner to look into a situation that he had touched on briefly in his First Annual Report (p. 29) concerning Section 19.38 of the Queen's Regulations and Orders which apparently had been interpreted as forbidding members of the Armed Forces to submit complaints to the Commissioner on questions involving language.

The Commissioner pointed out to the Department that any member of the Canadian Forces could lodge a complaint under Section 26(1) and (2) of the Official Languages Act, and that Section 36(3) of the Act specifically includes the Canadian Forces in the "institutions of the Parliament and Government of Canada".

On the basis of Section 31 of the Act, the Commissioner recommended that the Department amend Section 19.38 of the Queen's

Regulations and Orders and exclude his Office from its application. The Department accepted this recommendation; Section 19.38 now reads as follows:

#### 19.38—COMMUNICATIONS WITH OTHER GOVERNMENT DEPARTMENTS

No officer or man shall enter into direct communication with any government department other than the Department of National Defence on subjects connected with the Canadian Forces or with his particular duties or future employment, unless he is authorized to do so by or under

- (a) a statute of Canada,
- (b) QR&O, or
- (c) instructions from Canadian Forces Headquarters.

(M)

(25 Jun 71)

#### NOTES

- (A) An example of a provision of a statute of Canada within the meaning of this article is subsection 26(2) of the *Official Languages Act* that authorizes officers and men to enter into direct communication with the Commissioner of Official Languages.

(M)

(25 Jun 71)

#### *File Nos. 74 and 275—Preponderance of English at CFB Bagotville*

A complainant alleged that at Canadian Forces Base Bagotville, only English was used in administration and in providing services to the public. In a letter to the Prime Minister which was subsequently referred to the Commissioner, another complainant reported that the Government's intentions respecting bilingualism were being thwarted by officers of the Canadian Forces at Bagotville. He stated that bilingualism on the Base was a sham, and offered facts and figures in support of his contention.

The Commissioner's investigation showed that, on the whole, the Base authorities complied with the requirements of the Official Languages Act with respect to services to the general public. On the other hand, it revealed a number of shortcomings in the language of services offered to members of the Canadian Forces, their dependents and authorized users of Base installations.

The Department agreed in principle with the Commissioner's recommendations and promised to take the necessary remedial action.

#### *File No. 378—Too much French at CFB Bagotville*

A partially bilingual English-speaking member of the Canadian Forces serving in a French-language squadron at Bagotville questioned the wisdom of the Government's policy on bilingualism and its implementation throughout Canada. He cited instances where services in the

French language are being extended in overwhelmingly English-speaking areas of Canada while English speakers in the Saguenay-Lac Saint-Jean area benefit from no equivalent services in their own mother tongue. Specifically, he questioned the appropriateness, in terms of the Official Languages Act, of the linguistic situation prevailing in his squadron whereby:

- all internal signs are in French only;
- the routine orders of his squadron are issued in French only;
- internal written communications requiring action by, or of interest to, English speakers are issued in French only; and
- English speakers are posted to the French-language squadron against their wishes.

In an interim reply to a first letter from the same complainant (see File No. 6 in *First Annual Report*, 1970-71, page 33), the Commissioner promised to visit CFB Bagotville during a forthcoming tour of military bases, at which time he would invite him and his associates to set forth their problems in greater detail. While the Commissioner was unable to make such a visit himself, he arranged for two members of the Complaints Service to visit CFB Bagotville, to meet the complainant, to investigate a number of complaints he had received and to verify the implementation of the Official Languages Act as it applied to a military base in the Province of Quebec.

The subject matter of the communications from the complainant was deemed to be of fundamental importance. It raised for the first time the basic question of the consistency of the linguistic regime existing in designated French-language units with the spirit and intent of the Official Languages Act.

From the information submitted, it was noted that the posting of the complainant to this French-language squadron predated the coming into force of the Official Languages Act on September 7, 1969, and the publication on September 19, 1969, of Book III of the Report of the Royal Commission on Bilingualism and Biculturalism which first developed the concept of the French-language unit. The Commissioner informed the correspondent that it was clear that his involuntary posting to the squadron would be deemed, by the standard currently in effect, inconsistent with the spirit and intent of the French-language unit concept. He added that it was now generally accepted that any Anglophone posted to such units should be quite bilingual and wish to work in a French-language (not bilingual) unit.

The complainant was also informed that the Department sought to recognize this requirement and to comply with it as much as possible. The Department has stated that it was occasionally necessary to post Anglophones with a very limited knowledge of French to some

French-language units because there are not enough Francophones with the necessary skills to ensure efficient operation of the units. The Commissioner was further informed that most of the personnel were volunteers, the exceptions occurring only where failure to fill a vacancy in a critical skill area would directly influence the unit's ability to perform its role.

The Commissioner told the complainant that he had no doubt the working climate in a French-language unit of the Canadian Forces might present a somewhat difficult environment for an Anglophone. He was satisfied, however, that the concept of the French-language unit was consistent with the declaration of the equality of the two official languages and the spirit and intent of the Official Languages Act. The Commissioner was of the opinion, therefore, that there could be no objection under the Act to the internal signs, to the daily routine orders, or to the internal written communications being in French only. He indicated that the posting of unilingual or insufficiently bilingual Anglophones to French-language units against their wishes constituted, in his view, a basic violation of the French-language unit concept, and that he would touch on this subject in his report to the Department. Finally, the Commissioner indicated that if the complainant could not reconcile himself to conditions of service in the squadron and decided to apply for a transfer, he would be prepared to take up the matter with the Department should his commanding officer not support such a request.

#### *File No. 627—Enquiry on Language Status at CFB Bagotville*

An English-speaking correspondent enquired whether the use of the French language was forbidden in the operations of the Canadian Forces base at Bagotville and if so, why.

The Commissioner informed the correspondent that two representatives of the Complaints Service had visited the base in early September 1971 to verify the extent to which this important military installation met the requirements of the Official Languages Act. The reply indicated that there were three squadrons operating from the base. Two squadrons composed essentially of Anglophones use English as the language of administration, training and operations, and one squadron composed essentially of Francophones uses the French language.

The enquirer was also informed that the base was currently extending the use of French as a language of work and that to this end, in addition to the Francophone squadron, the Government had recently designated the Commander's office and the Base administrative sector as French-language units. While the use of French as a language of work, especially in the technical areas, was not yet general, sub-

stantial progress had been made in recent years. The correspondent was informed that the visit helped to identify various activities where further improvements were required, and that the Commissioner proposed in due course to make appropriate recommendations to the Department.

*File No. 73—Services for Travellers at CFB Trenton*

A complainant reported that the services provided to users of the military air terminal at Canadian Forces Base Trenton were in English only.

Investigation at the site revealed that the Base offered its travelling public a fairly complete range of bilingual services, particularly as regards documentation and written information for passengers. It did not, however, have sufficient bilingual staff to provide oral information at all times, and in this respect did not fully meet the requirements of the Official Languages Act governing bilingual services to travellers. In response to the Commissioner's recommendations, the Department gave its assurance that the required steps would be taken to serve users of the Base air services in both official languages.

*File No. 186—French School at CFB Trenton*

A French-speaking member of the Canadian Forces in Ottawa stated that his squadron of about 400 men, of whom 17 or 18 per cent were Francophones, would soon be transferred to Trenton where there was no French primary school. He pointed out to the Commissioner that he was anxious his children should continue their schooling in French, but did not want to send them to boarding school, even though an allowance is payable for this purpose.

Following the Commissioner's intervention, the Department agreed to set up a French primary school in Trenton; it would be able to accommodate pupils in grades 1 to 6 inclusively, beginning in September 1971. The Department also decided to undertake a study of the school situation at military bases and stations throughout Canada to ascertain what measures might be taken to enable French-speaking servicemen to have their children educated in French.

*File No. 131—Psychiatric Services at Medical Centre*

A member of the Royal Canadian Mounted Police, hospitalized in the National Defence Medical Centre in Ottawa, asked the Commissioner to intervene in order to guarantee that there would be a French-speaking psychiatrist on a medical board convened to examine him. Initially, the board was to consist of four physicians, all unilingual English-speaking.

The Department complied with the Commissioner's request, and when the examination took place in February 1971, a member of the Complaints Service was present to confirm that there was a French-speaking psychiatrist in attendance.

The complainant, who was released from the RCMP on medical grounds in March 1971, subsequently charged the Department with having failed to make the services of a French-speaking psychiatrist available to him in the fall of 1969. The treatment he had received at that time, in English only, had not produced the expected results because the psychiatrist and the patient had had difficulty in communicating, and he alleged this had been detrimental to his health.

The Commissioner informed the Department that, in order to respect the principle of the equality of status of English and French, psychiatric services in French ought to have been offered to the complainant without his having to request them. The Commissioner therefore recommended that, in future, the Department ensure that such services would be provided automatically in every case.

The Department accepted the recommendation and informed the Commissioner that thereafter, in order to avoid any misunderstanding, use would be made of a form on which the patient would state whether he wanted to be treated by an English- or a French-speaking physician, and the language to be used in connection with hospital treatment. The Department added that this practice would be followed both for patients from other medical services and for emergency cases treated in the hospital or the outpatient clinic of the department of psychiatry.

In the complainant's case, the Commissioner had asked the Department to consider the possibility of providing further psychiatric treatment under the direction of a French-speaking specialist. This suggestion was not accepted because the French-language psychiatrist who had examined the patient in April 1971 believed that no further treatment was necessary.

*File No. 134—Library at Medical Centre*

The complainant criticized the lack of French books in the Canadian Forces medical centre in Ottawa.

The Department confirmed that almost all the works available in the library were in English. After the Commissioner intervened, the Department decided to set aside \$1,000 for the purchase of French books out of its 1971 budget of \$1,500 for book purchasing, and thereafter to spend one quarter of its annual budget for this purpose. The Department also informed the Commissioner of a number of other measures designed to make the hospital more bilingual in accordance with the requirements of the Official Languages Act.

A teacher of French as a second language at a military base school in one of the Western provinces alleged that there was resistance to his teaching of French. He complained about the principal's indifference if not open hostility and stated that other teachers shared the principal's opinions and lent him support. The Base Commander, who was also the Official Trustee of the School Board and the Chairman of the School Committee, tended to support the principal in the controversy that arose.

Disciplinary problems with certain students were also an issue in this conflict. The complainant alleged that a few difficult students were encouraged to disobey him and to disrupt French classes. The situation deteriorated to the point where the Official Trustee found it necessary to inform the complainant that his contract would not be renewed. The first reason for dismissal alleged the complainant was unable to exercise effective discipline in certain classes and on certain students, which resulted in a loss of control over students. The second reason given was that the complainant's repeated conflicts with the principal and other staff members created an unhappy situation among the members of the staff and resulted in poor morale. The complainant urged the Commissioner to investigate the situation that gave rise to his complaint.

After studying with great care the jurisdictional problems involved, the Commissioner determined that he should enquire about the status of French as an official language as it was taught at the school in question. On the basis of information the Commissioner had at the time, it was determined that the question of the termination of the complainant's employment was not within the Commissioner's jurisdiction. After preliminary discussions and exchanges of correspondence with the Department, the Commissioner authorized two members of the Complaints Service to act as observers at an informal enquiry the Department wished to conduct.

Accordingly, shortly after the beginning of the new school year, two members of the Department's staff and the two representatives of the Commissioner's Office proceeded to the base in question to carry out an investigation of the circumstances surrounding the employment and dismissal of the complainant as they related to the equality of status of French and English as official languages. Before this visit, responsible provincial educational authorities were consulted concerning particulars of the provincial School Act and details of French language instruction in the province. The school was visited and certain persons were interviewed: the Base Commander in his role as Official Trustee and Chairman of the School Committee, the principal, the teachers, the complainant and certain interested parents.

It became clear, as a result of these interviews, that a serious clash of personalities involving the principal and one of the teachers on the one hand, and the complainant on the other, had arisen. Attitudes towards the teaching of French at the school, it appeared, were less than positive. The investigation confirmed that certain factors which had a bearing on the reasons alleged for the complainant's dismissal had been overlooked. The Commissioner was able to recommend that the Department initiate the reforms necessary in the teaching of French at the school, in conformity with the curriculum established. For humanitarian reasons, the Commissioner suggested that the Department consider what it might rightfully do for the complainant. The Department replied stating that it had offered the complainant employment in the same capacity at another base school in the province but that the complainant had declined the offer. It added that it had taken steps to improve administrative procedures with regard to dependents' education. For example, the Department issued a directive forbidding plurality of offices. A member of the Canadian Forces can no longer be Official Trustee and Chairman of a School Committee at one and the same time. The Department also issued a reminder to all establishments concerning its bilingualism policy in general, including its policy governing signs.

#### *File No. 116—Transit Insurance*

A member of the Armed Forces complained that he could not deal with a government-designated insurance firm in French.

The Department assured the Commissioner that the insurance company had a bilingual capacity and that it was company policy to correspond in the official language of the client. In this instance, however, the company acknowledged its error.

The correspondent later lodged a second complaint against the same company, having received insurance forms in English once again. Investigation revealed that the company did, in fact, have the capacity to deal in both official languages, both as regards personnel and documentation. The problem appeared to arise from carelessness, rather than incapacity or ill-will.

The Commissioner offered to pursue the investigation if the correspondent would authorize him to reveal his name and the details of the latest transaction. The complainant did not reply.

#### *File No. 162—CFB Uplands*

The complainant alleged that the Third Air Movements Unit at the Canadian Forces Base, Uplands, was not able to offer bilingual services to the travelling public.

This complaint was considered in the context of a special study of services provided for the public at the Uplands base; the study showed that the Third Unit was indeed not in a position to offer services to the public in both official languages.

The Department decided to take the necessary steps to correct this situation. Directives were issued with a view to making the documentation for the passengers and the signs and building directories bilingual, and ensuring that someone capable of answering requests for information in either official language would always be on duty.

#### *File No. 510—French-language Training*

An officer in the Canadian Armed Forces stated that he applied unsuccessfully for French-language training. His application was approved and forwarded, but some months later he was advised that, since he had less than three years to serve until retirement, he was ineligible for French-language training. The complainant noted that, at the time of making his application for language training, he had more than three years' service remaining. Furthermore, he hoped, upon retirement from the Armed Forces, to find employment in another federal government department, where bilingual competence would likely be an asset.

The complainant was advised that the Official Languages Act does not oblige any government institution to provide second-language training for its employees. Accordingly, the situation described did not constitute an infraction of the Act, and the Commissioner could not take action.

#### *File No. 593—Military Stores*

The complainant stated that the signs and notices in official military stores in all Canadian Forces bases are in English only. The Rockcliffe and Uplands bases in the National Capital Region were cited as specific cases.

The Department replied that by February 1, 1972, all notices and signs in military stores in the National Capital Region had been changed to reflect the bilingual nature of the Canadian Forces. The Department had prepared a general directive defining the bilingualism policy to be followed by all military stores. This directive was to be distributed to all bases and stations before March 1, 1972. Finally, the Department outlined several measures already taken or to be taken in order to ensure that military stores conform to the requirements of the Official Languages Act in all their activities.

## NATIONAL FILM BOARD

### *File No. 393—Communication and Brochure in English Only*

A French-speaking person criticized the Hamilton office of the National Film Board for writing to him in English and not having the French version of a brochure on television broadcasting by cable.

The NFB's policy is to serve the public in both official languages at its head office, its main offices in bilingual regions and in other locations when it is possible and there is sufficient demand. The NFB regretted that the complainant had received correspondence in English from its Hamilton office and will ensure that in future correspondents receive replies from that office in the official language of their choice.

The brochure in question was an information bulletin published by the English section of the *Société Nouvelle/Challenge for Change* program. The French section had prepared its own information bulletin which included a complete translation of the text on television broadcasting by cable. Unfortunately, owing to circumstances beyond the NFB's control, the bulletin was four months late going to press. The complainant received a copy as soon as it was published.

## NATIONAL GALLERY OF CANADA

### *File No. 413—Unilingual Services*

A French-speaking person charged the National Gallery with failing to provide service to the public in both official languages. He alleged that neither the elevator operator nor the person he spoke to in the self-service cafeteria was able to answer him in French.

The National Gallery informed the Commissioner that the elevators and the self-service cafeteria were operated by concessionaires who, under the terms of their contracts, were supposed to provide service to the public in both languages. As for the attendants, sixty per cent were bilingual. As a general rule, the concessionaires see to it that only bilingual attendants man the elevators and that there is at least one bilingual attendant on duty on each floor. However, one of the substitute elevator operators was a unilingual English speaker. As for restaurant staff, the only unilingual English speaker was the manager.

The National Gallery regretted these incidents and promised to take any steps necessary to prevent their recurrence.

## NATIONAL HEALTH AND WELFARE

### *File No. 188—Forms and Reply in English*

A French-speaking correspondent criticized the Department's regional offices in Edmonton dealing with the Canada Pension Plan and Old Age Security for not having sent him forms in the language of his choice. He also criticized the regional office handling Old Age Security for having replied in English to a letter he had written in French.

At the Commissioner's request, the Department confirmed that the forms in question were bilingual. The Department also said that its general policy requires that letters in French be answered in that language. However, the complainant may have been the victim of an error. The Department offered to make further investigations, and requested the name of the complainant. The latter had not given the Commissioner authority to disclose his identity, and the enquiry was therefore suspended. The complainant said, however, that he was satisfied with the explanation given by the Department.

### *File No. 376—Questionnaire in English*

The complainant criticized the Department for having sent a French-speaking association a questionnaire in English regarding a research project being carried out under the Fitness and Amateur Sport Branch.

The Department said that it had prepared questionnaires in both official languages, but that its regional co-ordinator had assumed that those who were to receive them were English-speaking. The Commissioner recommended that the necessary arrangements be made as soon as possible so that the public might be served in both official languages.

### *File No. 407—Letters in English*

The complainant reproached the Department with having written letters in English to his French-speaking parents.

The Department said that it was very sorry for these errors, and said that it would take all necessary steps to ensure that this did not occur again.

### *File No. 456—Unilingual Label*

A French-speaking correspondent reproached the Department with using unilingual English labels for sending parcels.

The Department replied that it would make the labels bilingual as soon as possible.

*File No. 478—Application for Family Allowance*

A French-speaking correspondent from Nova Scotia submitted to the Department an application for a family allowance she had filled out in French. The application was returned to her with a note indicating that the English side of the form should be filled out.

Confronted with this violation of the law, the Department replied that the clerk had not noticed that the complainant had filled out the form on the French side. The Nova Scotia office receives few forms filled out in French, but its staff nevertheless knows how to deal with them and would not send them back simply because the English side had not been filled out. The Department added that the complainant had sent in forms completed in English on several occasions since 1953, and that the computer would consequently have the data in English. It was this factor, together with the fact that the office had received many applications in September, which gave rise to the complaint.

The regional director reminded the members of his staff of their obligations, however, and the computer files and the information on the plate will in future contain the abbreviation *Mme* instead of "Mrs". The regional director also apologized to the complainant.

*File No. 481—Information Services and Directory*

A French-speaking correspondent pointed out to the Commissioner that it is impossible to obtain information in French from the Department's information services, and that the Department's directory is not published in both languages.

The Department said that its information services were equipped to answer requests in both languages, and that a bilingual employee was assigned to operate the switchboard of the services in question. The Department also issued directives requesting each branch to answer requests for information in both languages.

With regard to the directory, the Department admitted that there was only one version. It said, however, that a bilingual edition would be published in the near future.

*File No. 526—Letter in English*

A French-speaking correspondent from the Maritimes received a letter in English from the Department. However, the Department subsequently sent her information in French.

The Department contacted the correspondent to apologize for its inadvertent error.

*File No. 562—Telephone Call*

A French-speaking correspondent from Quebec City telephoned the Department's information service in French, and the operator was completely incapable of understanding a word he said.

The Department said that the necessary arrangements had been made to allocate a telephone line for use by persons wishing to obtain information concerning the Department's activities. The personnel service had been responsible for this but in future it would be the Director of Information Services. A bilingual operator was to be assigned to this line at all times.

*File No. 607—Reply in English*

A French-speaking correspondent reproached the Department's Edmonton Regional Office with having replied in English to a letter about family allowances she had written in French.

The Department admitted that such an error could occur, considering the large volume of work at certain times of the year. The Department informed the Commissioner that, following this complaint, directives had been issued reminding the employees in the Edmonton Office of the necessity of being particularly careful regarding the use of both official languages.

*File No. 628—Application for Youth Allowance*

A French-speaking correspondent from Nova Scotia said that after he had filled out in French an application form for a youth allowance, the regional director of family allowances sent back his form together with a note in English asking him to answer the questions marked with a red "x".

The Department said that a temporary employee had processed this application without noticing that the form had been filled out on the French side. The permanent clerks check more carefully and would not have sent back a form simply because the English side had not been filled out.

The regional director brought the incident to the attention of all permanent and temporary employees, and reminded them of their responsibilities under the Official Languages Act. He also wrote personally to the correspondent in French to explain the circumstances in which the incident had occurred.

## NATIONAL LIBRARY

### *File No. 79—French-Language Publications*

The complainant stated that he had had difficulty obtaining French-language publications in the social sciences from the National Library. Apparently, only 10 per cent of his requests had been filled.

The National Library informed the Commissioner that the funds it had received over the years were never sufficient to enable it to build up and catalogue a really large collection, with the result that its English collection and several areas of its French collection were still too limited to meet the needs of its users. The National Library added that only 30 per cent of its collection had been catalogued and estimated that there was still from 300,000 to 400,000 volumes which could not be made available to the public until there were sufficient staff to arrange and catalogue them.

The Government had agreed to allocate increased funds to the National Library in 1971 and 1972 to enable it to improve this situation. However the National Library had serious doubts about the possibility of cataloguing all its collections in less than a decade. It felt that it was not possible in one or two years to correct a situation that had been allowed to deteriorate to such a degree.

With regard to the purchasing of books, while he recognized this was subject to yearly fluctuations in the market, the Commissioner recommended that, as the necessary funds become available the National Library orient its general policy towards a more satisfactory balance between purchases of books in English and in French than had existed in the past, so that it would better reflect the linguistic duality of Canada.

### *File No. 430—Identification Card*

A French-speaking employee of the National Library complained that his identification card had been filled out in English.

The National Library withdrew the identification cards of its French-speaking employees and replaced them with cards in the language of the employee. In addition, strict guidelines were issued to avoid a repetition of such complaints.

### *File No. 589—Unilingual Stamps and Slips*

A complaint was lodged against the National Library for using a stamp marked "Do not remove" on cards sent to the University of Montreal and for making entries on the English side of slips.

The National Library admitted that the stamp in question was not bilingual and replaced it.

As for slips, the Commissioner recommended that the National Library assure that the due date be always marked in the language of the borrower in the appropriate space on the slip.

## NATIONAL MUSEUMS OF CANADA

### *File No. 276—Guides*

A French-speaking complainant objected to the poor quality of French spoken by guides at the War Museum and the National Museum of Science and Technology, both of which come under the jurisdiction of the National Museums of Canada.

During the 1970-71 fiscal year, the National Museums were the subject of a special study by the Commissioner's office. This study covered the points raised by the complainant. An account of the study and recommendations appears on pages 77-79 of the Commissioner's *First Annual Report*.

The National Museums pointed out that the War Museum has no official guides: signs, legends and notices are used instead. The commissionnaires on duty can express themselves in both languages. Their real role, however, is to ensure the security of the collections and that of visitors in case of emergency.

With respect to guides in the Museum of Science and Technology, the National Museums stated that this museum now has the capacity to provide guide services in both official languages.

### *File No. 403—Advertisement in Magazine*

The complainant noticed that the National Museum of Science and Technology placed an advertisement in English only in the bilingual magazine *What's on in Ottawa/Voici Ottawa*.

The Commissioner recommended that the Museum's publicity in that magazine reflect the equal status of French and English as official languages.

## NATIONAL RESEARCH COUNCIL OF CANADA

### *File No. 94—Publications*

The complainant reproached the NRC for publishing its scientific journals in English only.

The NRC was already aware of the problem. As of 1973, therefore, the general presentation of the journals will be bilingual. Each

will bear the title *Journal canadien de . . .*, except the geotechnical journal, which has always been entitled *Revue*.

References, however, pose a more complex problem. It is important for all scientific publications to use the same form for references in order to eliminate the possibility of errors in bibliographies and to prevent difficulties in data processing. This code, which cannot be translated, will appear on the back of the journal, on the first page of each article and in the running title. The title will appear everywhere in both official languages. The changes will conform to the international recommendations made at The Hague (1954) concerning standardization in the field of documentation.

With regard to the summaries of each article, it appears that the NRC's policy is to try to present them in both languages; it is having trouble, however, finding perfectly bilingual specialists prepared to translate the texts. It must therefore have recourse to the services of university professors. Half the publications considered (that is, five journals out of ten) use bilingual summaries. The summaries in the other publications are bilingual also, or will be in the near future.

#### *File No. 493—International Chemistry and Physics Symposium*

A French-speaking complainant said that the invitations to the International Chemistry and Physics Symposium in Ottawa were not bilingual, even though this event received considerable financial support from the NRC and was under the auspices of the Royal Society of Canada.

The NRC informed the Commissioner that the amount of its subsidy was not even a tenth of the estimated expenses. It pointed out, however, that the organization committee had decided at a meeting held on October 7, 1971, to publish its brochure in both languages.

After the Commissioner had intervened, the NRC prepared a text asking the organizations which receive its assistance to take the provisions of the Official Languages Act into account when organizing conferences. In order to widen the scope of its guiding principle, the Commissioner suggested to the NRC that it request all the organizations which receive supporting or operating grants to provide documentation and services related to the conference, such as simultaneous interpretation, in both official languages.

#### *File No. 606—Code de classification des domaines de recherches, 1972-1973*

A French-speaking mathematician stated that the Code de classification des domaines de recherches, 1972-1973, issued by the NRC,

was deficient with regard not only to good language usage but also to the accuracy of its mathematical terminology.

The NRC informed the Commissioner that the code had not been revised for several years. They were going to start work on it when the new scientific data information centre went into operation; the centre will keep a record by subject of all research projects funded by federal departments and agencies. Before making changes in terminology, the NRC planned to seek the opinion of French-speaking scientists. However, in consideration of the points outlined by the complainant, and as a temporary measure, the Council promised to correct the use of uppercase letters in the next issue.

#### *File No. 613—Unilingual Questionnaire*

A Francophone stated that he had received a unilingual English questionnaire from the University of Ottawa in connection with a tripartite survey (by the National Research Council of Canada, the Medical Research Council and the Canada Council) of graduate students in Canadian universities in 1971-1972.

The NRC informed the Commissioner that this questionnaire, as well as other documents connected with the survey, had been sent simultaneously in both official languages to the University of Ottawa, whose responsibility it was to distribute them to its various departments. In addition, the NRC provided the Commissioner with French and English copies of this questionnaire and of other documents used during the survey.

#### *File No. 651—Canadian Building Digest*

The complainant stated that the NRC did not have a French version of folder No. CBD 100 on the metric system published in April 1968.

The Division of Building Research is responsible for the preparation of the Canadian Building Digest (folder No. CBD 100). These documents were first published in 1960 and have appeared monthly since then. The Division decided to translate this popular series of technical documents into French, rather than continue its practice of providing only extracts in the case of scientific and technical documents.

For various reasons there was a slowdown in translation of the Canadian Building Digest early in 1969. Since the situation showed no signs of improving, the NRC decided to retain the services of a translation agency in Montreal.

Canadian Building Digest No. 100, the subject of the complaint, was written in English in April 1968, sent for translation in September 1971, and went to the printer two months later; it has been available in both official languages since February 14, 1972.

To emphasize the progress under way, the NRC informed the Commissioner that it was currently having ten other Canadian Building Digests translated.

Since the excessively long time-lag between the appearance of English and French versions of documents published by the NRC constituted a contravention of the Official Languages Act, the Commissioner recommended that, where possible, the NRC publish simultaneously in both official languages documents intended for the public or make certain the French version was available within a reasonable period of time.

#### NATIONAL REVENUE — Customs & Excise

A number of complaints that persons could not, or did not, receive service in French in various ways at eight customs ports were received. The investigation disclosed that most of the complaints were justified. The following ports were the source of difficulties.

1. Rock Island, Quebec	File No. 87
2. Winnipeg Airport	File No. 213
3. Moncton Airport & Moncton Office	File No. 391
4. Prescott, Ontario	File No. 438
5. Niagara Falls	File No. 458
6. Regina	File No. 535
7. Toronto	File No. 684
8. Sudbury	File No. 499

- At Rock Island, the complainant could not fill out the customs declaration form in French. The Department claimed that no request for service in French had been made. The Commissioner pointed out to the Department that the fact of addressing a customs officer in French was an implicit request to be served in French. The Department accepted this view and issued directives to its personnel always to ascertain the official language in which the traveller desired to be served, and to provide service in that language without delay.

- At Winnipeg Airport, Moncton Airport and Moncton Customs Office, Prescott, Niagara Falls, Regina and Toronto the complainants all professed to be unable to receive service in French from customs officers. The Department issued instructions to its personnel to enquire of its clients in which language they wished to be served.

- At Moncton, the Department stated it had three bilingual employees out of a total of twelve and believed it could provide the public

with service in both official languages. Nevertheless, it added two more bilingual employees to its staff for a total of five bilinguals, three of whom were assigned to the Moncton Airport, with a fourth on call as needed.

- At Prescott, the Department agreed to make all signs bilingual, to provide all necessary bilingual forms, to increase the number of bilingual customs officers, and to instruct the unilingual anglophone officers to say, "Un instant s'il vous plaît" to a Francophone who addresses them in French and immediately obtain the help of a French-speaking customs officer.

- At Niagara Falls, the Department stated there was not sufficient demand to maintain bilingual staff on a 24-hour basis at the three entry points. The local staff indicated to the Department that only three persons out of a total of 6,000,000 had used French and had been served in that language. This could not be accepted by the Commissioner as conclusive of potential demand. Other factors such as never offering service over the years had to be considered. The Department issued instructions to all its staff to proceed in a uniform and efficient way in ascertaining the official language in which the public wished to be served. The Commissioner informed the complainant that his office was undertaking a special study on the provision of service in both official languages at customs ports.

- At Regina, the Department admitted it had a limited capacity to communicate in French with the public, but was increasing its capacity to the best of its ability. Additionally, all signs were in the process of being made bilingual.

- At Toronto, the Department could not verify the incident complained of, since it had occurred more than a year ago and the customs declaration forms which had formed part of the complaint were destroyed after one year. Moreover, the Department issued instructions that its personnel fill out declaration forms in the official language of the person being served. The Department further added that its bilingual personnel at Toronto Airport was normally able to provide services in French at all times.

- At Sudbury, the complainant failed to provide additional necessary information and the matter was not pursued.

Other complaints, concerning Customs and Excise and covering a variety of subjects, follow.

#### *File No. 45—Language of Work*

A French-speaking employee of the Department (District of Montreal West) stated that he was allowed to write his reports in French

but that he was obliged to write in English letters and reports intended for departmental inspectors working in other regions of Canada. He added: "If my writing (in English) to my English-speaking colleagues simply constitutes a gesture of politeness, these same colleagues should in turn write to me in French. This has never happened." He therefore asked that the Department authorize its employees in Montreal to communicate in French, if they so desired, with their colleagues in the same Department working outside Quebec.

At the Commissioner's suggestion, the Department (Customs and Excise) on September 1, 1971, issued directives to all its staff concerning bilingualism. Under the heading of internal communications it was stated in the directives that each staff member could choose the official language in which he would draw up correspondence and internal reports in the National Capital Region, in the proposed bilingual districts and to the extent that it was possible and convenient to do so in all offices.

On November 15, 1971, the Excise Tax Office of the District of Montreal West became a French-language unit. At the end of the fiscal year, the complainant informed the Commissioner that according to the directives issued when the unit was created, he could write in French letters and reports intended for his English-speaking colleagues in the other provinces, but that these documents were then translated into English at the Montreal Regional Office. He added that it was highly probable that only the English versions of such documents were sent to his colleagues in the other provinces. In addition, he stated that some pressure had been brought to bear on him and other employees in the French-language unit to prepare such documents henceforth in English in order to keep the number of translations to a minimum. In view of these allegations, the Commissioner decided to continue his investigation and charged one of his representatives with carrying out an enquiry at the office. On March 31, the investigation was still in progress.

#### *File No. 114 — Competition*

An employee of the Department alleged that a person had been appointed through a competition to a bilingual position involving service to the public, although the successful candidate was unable to meet the language requirements mentioned in the competition notice.

An investigation revealed that the complainant and the other three candidates who entered the competition passed the second-language examination in accordance with the criteria which the Department itself had established and in compliance with the procedures used by all departments. The competition was therefore held and the appointment made in accordance with standard procedures. The Commissioner ob-

tained the Department's assurance that the staff in this office was able to serve the public in both languages.

*File No. 308 — Bilingualism in B.C.*

A public servant in British Columbia wanted to receive information regarding French courses offered by the federal government. He also wanted to know whether it was thought that the interior of B.C. was an area where a bilingual officer would be warranted in the field of Customs and Excise.

With regard to the request for information, the Commissioner suggested that he communicate with his regional director of personnel in Vancouver.

The second question, whether an area officer with bilingual capability would be warranted for the Department in the interior of British Columbia, raised a more complex problem. The answer depends mainly upon whether federal institutions are required to provide services in both official languages to the public in this area. According to the Official Languages Act, federal institutions are obliged to provide bilingual services to the public in the National Capital Region, at their headquarters, and in designated bilingual districts, once they are established. This obligation also exists elsewhere in Canada where there is a significant demand for such services and to the extent that it is feasible to provide them.

In addition, under the Act, federal institutions serving the travelling public must ensure that their services can be provided or made available in both official languages everywhere in Canada, except where there is no significant demand or where it is so irregular as not to warrant providing bilingual services.

The Commissioner informed the complainant that in the case of services to the travelling public in British Columbia, these must be bilingual unless there is no significant demand or unless the demand is irregular in the Act's terms.

*File No. 352 — Forms in English*

A French-speaking customs official in Quebec stated that in the performance of his duties he was required to complete forms in English. The number of each of the forms in question was given in the attachments to his letter.

The Department stated that since the Official Languages Act had come into force, it had given top priority to the publication of all its forms in both official languages. Progress was being made as rapidly as the procedures involved permitted.

The Department was sparing no effort to make its forms bilingual. If a draft bilingual form did not seem to be very clear or could be misunderstood by one or other of the language groups, another bilingual form, this time with the English on one side and the French on the other, would be tested. If neither format was acceptable, separate forms were used, one in English and the other in French.

The Department observed that in the preparation of forms, there were a number of stages which might each take several days. These were consultation with agencies, translation, preparation of the draft for the printer, pertinent decisions, type-setting, photography, correction of the proof, preparation of plates, and finally dispatch to the eight printing services responsible for satisfying the Department's requirements. Customs and Excise has 621 forms which must pass through all these stages.

The Department first went about reissuing the 204 forms intended for the public. Then, it turned its attention to the most commonly used internal forms. At this point, 154 of the 417 internal forms were available in both languages.

Work was to be completed before the end of 1971 but available resources were not sufficient. Additional funds were therefore sought from Treasury Board so that all forms would be available in both languages before the end of June 1972.

As to the forms the complainant was particularly concerned about, the Department informed the Commissioner that they were now available in bilingual form. Two other forms he also mentioned were to be combined and published in both languages as soon as possible.

#### *File No. 427—Publications*

The Language Department of the Faculty of Arts, Laval University, brought to the Commissioner's attention the translation of Customs's form E-46. Instead of *formule d'appréciation* for "appraisal note", it suggested the expressions *formule d'évaluation* or *formule d'estimation*.

The matter was referred to departmental translators who pointed to definitions in several dictionaries justifying use of the term *appréciation*.

#### *File No. 440—Promotion*

An English-speaking person employed by the Department for over 18 years informed the Commissioner that for several years his position had been very precarious as a result of decentralization of the activities of his former office. In view of a staff surplus, he had to accept a trans-

fer within his Department where the opportunities for promotion were almost non-existent. He entered a number of Public Service competitions but without success. He submitted several documents regarding his applications for more remunerative employment within the Public Service, and requested an interview.

The Commissioner was unable to investigate the complaint since it had nothing to do with the application of the Official Languages Act. He informed the complainant that the Act did not authorize him to intervene in connection with the recruitment and promotion of staff by the Public Service Commission unless the Commission had neglected to take into account the purposes and provisions of the Official Languages Act. If, however, the complainant had additional matters to bring to his attention, he would willingly agree to an interview.

Since the complainant wrote in a subsequent letter that he intended to specify his grievances, the Commissioner granted him an interview. The interview, however, revealed no infraction of the Official Languages Act nor a situation contrary to the spirit or intention of the legislator.

#### *File No. 661—Competition Posters*

A Francophone complained that the Department had displayed competition posters in English only at the Port of Ottawa (Postal Customs Office). The posters in question are distributed from the regional office in Toronto.

Of the 37 posters distributed from the Toronto office since the beginning of 1971, two were bilingual. The Department noted that this was in accordance with the provisions of Section 18 (b) of chapter I of the Public Service Commission Staffing Manual. The Department had, however, decided to arrange for all competition posters to be distributed in bilingual form in the region as soon as translation services became available to it in Toronto.

The Commissioner felt that the provisions of Section 18 (b) of chapter I of the Staffing Manual were contrary to the spirit of the Official Languages Act. Acting under Section 31 of the Act, he accordingly recommended that the Public Service Commission make the necessary amendments to the Manual.

#### *File No. 810—Denial of Promotion Due to Unilingualism*

The president of a federal public service union forwarded to the Commissioner a letter which he had received from an anglophone employee of the Department in Montreal. The correspondent alleged that he was being denied promotion because he was unilingual. French language courses to which he had been assigned were subsequently cancelled for lack of funds. The union president stated that he believed

this was a case which would have benefited by the implementation of the thoughts he and the Commissioner had had that employees otherwise eligible for promotion, and who had some reasonable claim to be within the area of competition, should be eligible for a promotion on the understanding that they would obtain the necessary bilingual qualifications within a prescribed period of time.

In reply, the Commissioner agreed but was obliged to advise the union president that he had examined this case carefully and had concluded, as the president understood, that it involved no contravention of the Official Languages Act.

## NATIONAL REVENUE—Taxation

A number of complaints against the Department of National Revenue—Taxation, were related to the unavailability of income tax forms in French at various post offices in Canada. This state of affairs apparently existed at Toronto; St-Norbert, Man.; Hull; Fredericton; and Cheticamp, N.S.

At Toronto, the Department decided to change its system of distribution of income tax forms in co-operation with the Post Office Department. Heretofore, the postmasters of the various post offices had indicated the number of forms they wanted to receive in both official languages (which explains why some post offices had forms in only one language); henceforth, a sufficient supply of forms in both official languages would automatically and systematically be sent to all post offices.

As a result of the St-Norbert incident the Post Office Department, at the behest of the National Revenue Department, issued a circular to all its regional directors to remind the postmasters that supplies of income tax forms would be obtained in both official languages from the Department of National Revenue.

In the Hull situation, the Department admitted there had been delays, as a result of changes made to the 1971 forms, but by the end of January 1972 supplies of the forms had been provided to the Hull Post Office.

In Fredericton, twelve francophone citizens had been advised to obtain French forms at the Taxation Office in Saint John, N.B. The Department stated it had provided all Fredericton post offices with the necessary forms, but promptly sent an additional supply since the original shipment appeared to have been used up.

In Cheticamp, the Department again sent additional French forms since the original supply had been exhausted.

Other complaints involving the Taxation Division follow.

*File No. 133—Reply in English to a Request in French*

A Francophone in Winnipeg sent the Commissioner a copy of a letter about tax arrears that he had sent to the Department's Winnipeg office. In the letter, he stated that the Department had written to him in English despite the fact that he had insisted on obtaining service in French.

The Commissioner wrote to the complainant to ask for further details on the Department's reluctance to communicate with him in French. Some time later, the complainant replied to the Commissioner that he had subsequently obtained service in French and that the question of the tax arrears had been quickly resolved to his satisfaction.

*File No. 150—Allegation of Linguistic Discrimination Against Anglophones in Montreal Office*

A Montreal Member of Parliament wrote to the Commissioner enclosing a letter he had received from one of his constituents alleging that unilingual anglophone public servants in Montreal were the victims of linguistic discrimination.

The complainant was invited to submit additional details concerning linguistic difficulties encountered by anglophone employees of the Department in Montreal. However, he declined to furnish more information since he had recently succeeded in being assigned to second-language training under government auspices.

*File No. 243—English Form Sent to a Francophone*

The complainant, a woman whose name was unmistakably French, objected that she had received her personalized income tax form for the year 1970 in English, and requested the Commissioner to see that she receive tax forms in French.

However, the woman admitted she had filled out the previous year's (1969) tax form in English, and must have anticipated the Department would use that fact as the rationale for sending her English forms in 1970. However this merely added to her sense of frustration since, in 1969, she had not been able to obtain French income tax forms at her local post office.

An unusual feature of this complaint was that the correspondent's letter was dated February 28 and requested that she receive new forms by April 15, but the envelope itself bore the postal date-stamp of May 5 and was received at the Office on May 10.

Strictly speaking the writer had no genuine cause for complaint, as she herself suspected, since it is Federal Government policy to reply to a correspondent in the official language used by that person. Since

the woman had used an English tax form in 1969, the Department had sent her an English tax form in 1970.

The Commissioner sent the complainant a French tax form, at the same time indicating that her tax return was overdue, and he hoped, if she had not already completed one, she would do so at once.

*File Nos. 263 and 339—Letters in English to Francophones*

In reply to a letter to the Department in French, a Francophone in Toronto received a communication in English.

A Francophone in St. Boniface made out his tax return in French. The Department's regional office in Winnipeg wrote to him in English to obtain further information.

The Department stated that its principle was to communicate with members of the public in the official language of their choice. The volume of correspondence increased considerably in April and May. Since it received thousands of similar letters, it had made a practice in recent years of using form letters to reply to enquiries. In the cases in question, English form letters had been selected inadvertently instead of French ones. The Department sincerely regretted these deviations from the requirements of the Act, and revised its procedures in order to prevent any recurrence. The Commissioner passed this information on to the complainants.

*File No. 333—Commissioner's Intervention Sought to Settle Income Tax Matter*

An Anglophone in Quebec had a tax question to settle with the Department and wanted the Commissioner to investigate the matter.

The Commissioner could not carry out the investigation of the complaint because the matter raised was not a question under the Act.

*File Nos. 448 and 459—Ottawa*

- An Ottawa Francophone who had had to call at the counter in the Jackson Building a number of times to pay a tax instalment complained that he had not always been served in French.

The Department informed the Commissioner that two French-speaking clerks were on duty at the counter. However, it had been unable to establish whether there had been a departure from its practice of serving members of the public in the official language of their choice when the complainant came to the counter.

- An Ottawa Francophone went to the Department's offices in the Jackson Building to obtain fairly detailed information about his taxes.

He claimed that although the clerks were bilingual, they were unable to provide answers to his questions, which were of a complex nature. They accordingly referred him to more senior officers in the Assessing Division who would be able to assist him. The officers in question, however, were unilingual Anglophones. The complainant insisted on being served in French. There was one expert who could express himself in French, but he could be consulted only by appointment. The claimant was therefore compelled to conduct his business in English.

The Department informed the Commissioner that the Assessing Division had a staff of 48, including 17 bilingual Francophones and five partially bilingual Anglophones who were taking French courses. The Department was trying to raise the level of bilingualism in the Division through language courses and the hiring of bilingual staff. Although more than one-third of the staff of the Division were competent in French, it could happen that they would all be absent during the lunch hour. The Department nevertheless assured the Commissioner that it would endeavour to provide the Canadian public with the service it was entitled to expect, and asked the director of the Ottawa District Office to ensure that such service was available at all times in both official languages.

*File No. 543—An Anglophone Could Not Obtain Answers Concerning 1971 Income Tax and Was Sent to Wrong Offices*

An English-speaking woman from Montreal complained that the federal taxation office in that city could not answer her questions concerning her personal income tax for 1971 and kept sending her to the wrong offices to obtain some TP-3 Summary forms.

The several inconveniences which arose were due to misdirection to wrong offices and were not of a linguistic nature. The complaint was referred to the Department.

*File No. 601—A Disappointed Francophone*

A Montreal Francophone complained that he had received T3 forms from the Department in English only. The Commissioner telephoned the Department and asked that forms in French be sent to the complainant at once. Meanwhile, the complainant had applied to the Department instructing it to send him the forms, and received them (probably from the Montreal office) accompanied by the original of his letter, which bore comments of a high-handed, not to say insolent, nature.

The complainant reported this further insult to the Department, and called upon it and the Commissioner's Office to conduct an inquiry into this unexpected response to his original complaint. At the Com-

missioner's suggestion, the Department sent the complainant a written apology. He accepted it, and asked the Department to inform him of the results of the inquiry it had agreed to make into the matter.

*File Nos. 629 and 685—The Corporate Sector*

A Francophone complained that the Department had failed to grant equal status to the two official languages in a bilingual brochure entitled *Valuation Day Prices of Publicly Traded Shares—Prix au jour de l'évaluation des actions émis dans le public*. The complainant noted that the French title seemed to be a literal translation of the English one, and that it contained an error. Furthermore, the list of companies was not arranged in the alphabetical order of their French titles.

Another Francophone made the same comment respecting alphabetical order.

The Commissioner recommended that the Department take steps to avoid any recurrence of errors like the one that had appeared in the French title of the brochure. The Department published a correction, and an appropriate sticker was affixed to copies for distribution in Quebec and the National Capital Region. It was unable to send the correction to all those who had received copies, however, as it did not have a distribution list.

Of the companies listed, only 189 had French names registered with the Department of Consumer and Corporate Affairs. French translations of the English names of the remainder would have had no legal validity. Moreover, some names appeared in French only. For the convenience of dealers and others wishing to consult the list, it had been prepared in the same order as the Canadian Press index published in English- and French-language newspapers. The index was based on key words. The Commissioner believed that the two official languages had been accorded equal status in this case.

*File No. 640—A Surprised Taxpayer*

A Francophone telephoned the Ottawa regional office for information. A unilingual English-speaking employee took his call and passed the receiver to a bilingual colleague. The complainant alleged that the latter answered in French, but instead of offering to help him, lectured him on the increased workload and expense resulting from the fact that Francophones demanded service in French. The complainant was surprised by these remarks.

The Department stated that it received few complaints, although its contacts with taxpayers were frequent. In the complainant's case it was unable to track down the employee responsible for the incident which had prompted the complaint. It would have been able to pursue

its investigation if it had been given additional information or if the complainant had been willing to reveal his name. The latter did not respond to the Commissioner's invitation to do so.

The Department informed the Commissioner that its staff was aware of bilingualism requirements and that it was paying particular attention to the services it offered in the Ottawa regional office. In addition it had asked the regional director to review methods used in his office so that incidents like the one which had been the subject of this complaint would not recur. The Deputy Minister asked the Commissioner to apologize to the complainant on his behalf and on behalf of the Department.

#### *File No. 657.—The Telephone*

A Francophone telephoned the Ottawa regional office for information. The unilingual Anglophone who took his call said that there was no one immediately available to speak to him in French. She suggested he call back later or explain the reason for his call in English.

The Department explained that its policy was to provide service to all citizens in the language of their choice. In the Ottawa district office ten clerks take calls at the general information switchboard. The two unilingual English-speaking clerks must refer calls from Francophones to bilingual officers. It is likely that the call in question came on one of those rare occasions when all eight bilingual employees were busy. The Commissioner recommended that the Department utilize its manpower more efficiently so that any person dialling this number could obtain information immediately in the official language of his choice.

#### *File No. 748—Edmonton*

A French-speaking person claimed he had gone to the Edmonton office and had been unable to obtain the information he needed on taxation in French from the ten employees on duty. Apparently someone who did not work in that department had been called to help him.

The Department stated that the reception area in the Edmonton office where all taxpayers are directed is located on the ground floor. Anyone wishing to discuss problems in French is directed to the first floor where a hostess who has been notified of his arrival sees to it that he is looked after by a bilingual employee. A qualified counsellor deals with most of the inquiries expressed in French. Investigation by the director revealed that she had conducted an interview at the ground floor counter on one occasion only at the beginning of February. An auditor in the corporate tax section also conducted interviews and assured his director that he had provided all the information requested by the five Francophones who spoke to him between February 16 and March 23.

According to the Department, the director of the office pays special attention to the quality of service provided to the public by his information clerks. To investigate this complaint further, the Department would have needed more exact information. In view of the fact that this office has nine employees who can deal with questions on taxation in French, it was hard put to explain why the employee who spoke to the complainant had been unable to provide the required information.

In order to be able to determine who was responsible for this incident, the Department would have liked to know the name of the complainant, the date and time of his visit, the nature of the information requested and the amount of time that passed before a bilingual employee came to deal with him. The complainant did not comply with the Department's request.

Nevertheless, in order to eliminate all possibility of misunderstanding, the Commissioner recommended that the Department see that bilingual staff are assigned to the office in question in such a way that French-speaking taxpayers are always able to obtain any assistance necessary without delay and in their own language.

## POST OFFICE

### *File No. 652—Campbellton*

A French-speaking person visited the Campbellton post office where he observed that service was not provided in both official languages. In his opinion the post office should provide bilingual services since the town has a large percentage of French-speaking inhabitants and is also visited by many Quebecers.

The Department stated that this situation resulted from poor distribution of staff since more than half the office's employees were bilingual and when they were properly assigned services could be provided in both official languages. In order to avoid a recurrence of such a situation the Department asked the postmaster to ensure that his office was always able to provide services in both languages.

### *File No. 152—Moncton*

A French-speaking person complained that the Post Office Department had sent out a unilingual English circular in the R.R. No. 5 region of Moncton, whereas most of the residents in this area are French-speaking. A letter on this matter addressed to the Department's local representatives was never answered.

The Department indicated that the incident occurred on October 10, 1970, at a time when the office of postmaster was vacant. The new

incumbent informed the Department that he had no correspondence on file concerning the matter but that the person responsible for mail distribution in R.R. No. 5 had acknowledged that a number of circulars had been returned with comments such as: "Why not in French?". The postmaster therefore decided to send the circular out again in both official languages. It was to be distributed during the first week of April 1971.

The Department confirmed that measures had been taken to avoid a repetition of similar incidents in the future.

*File No. 811—Quebec City*

An English-speaking resident of Quebec City complained that a local post office clerk was unable to serve the public in English.

The Commissioner requested that the complainant provide the address of the post office concerned and the date and time of the alleged incident. In the absence of a reply from the complainant, the Commissioner was unable to proceed with an investigation, and the case was closed.

*File No. 321—Montreal*

A French-speaking person complained that she had difficulty obtaining service in French at a post office in a shopping centre in West Montreal. She was obliged to wait until the attendant, a unilingual English-speaking woman, could find a bilingual person to help her.

The Department explained that the manager of the store was also the postmaster, who did his best to ensure that services were made available at all times in both languages.

The Commissioner reminded the Department that it was its duty to ensure that the post office in question provide constant service in both official languages, without customers being subjected to undue delays. At the same time, he pointed out that this did not mean that all post office employees had to be bilingual. The Commissioner suggested to the Department that in order to provide at least a partial remedy for situations of this kind, a bilingual vocabulary be prepared for use by post office employees who have to serve the public and who have an inadequate knowledge of one of the two official languages.

*File No. 387—Hudson*

A French-speaking person alleged that the two employees at a post office in Hudson, P.Q., who deal with the public speak only English.

In its reply the Department indicated that a report from its regional office concluded that it was always possible to obtain service in French at the post office in question. Indeed, the postmaster and his assistant are French-speaking. According to the Department it is possible that the complainant spoke to an English-speaking part-time employee and did not ask to be served in French.

The Commissioner recommended that the Department ensure that its services to the public are available in both official languages.

*File Nos. 46, 179, 265, 346, 384, 507—Ottawa*

- The complainant stated that she was unable to obtain service in French at a post office located in a pharmacy at an Ottawa shopping centre and at the Besserer Street post office.

The Department stated that there was an employee who could provide service in French at the shopping centre post office. The Besserer Street office also had sufficient bilingual staff to meet the requirements of bilingualism in serving the public.

- A French-speaking resident of Ottawa complained that the Department sent him a circular on the use of postal codes and an amendment sheet to the postal code directory written only in English.

The Department explained to the Commissioner that the documents in question had been mailed on March 26 to meet the deadline for the implementation of the new postal code. The Department had, however, only received the documents on March 25 and they were all in English. It was impossible to have them translated and printed in bilingual form without missing the deadline. This was the reason why on this occasion the documents were distributed only in English.

The Commissioner requested the Department to abide by the requirements of the Official Languages Act concerning the distribution of documents to the public in the National Capital Region, in possible bilingual districts and areas where demand justified it. The Department replied that it would take the necessary steps to meet these requirements.

- When a French-speaking customer at an Ottawa sub-post office asked a clerk for some six-cent stamps, the clerk translated his order into English. The complainant then asked for information about international coupons; the clerk did not understand and asked the customer whether he knew English. The customer asked the clerk to call on the assistance of the director, a French-speaking person who came forward to give the desired information. The complainant added that this had occurred on several occasions.

Two checks revealed that on each occasion the English-speaking clerk had lost no time in calling on his French-speaking supervisor. The

Commissioner concluded that the Act had not been violated since service was provided promptly in French.

- A French-speaking person stated that an Ottawa sub-post office was not respecting the status of both official languages because some of its signs were in English only.

The Commissioner did not investigate this complaint since the office in question has been closed.

- A French-speaking person stated that the services provided by the Department in French were not as good as those offered in English at the post office located at the corner of Sparks and Elgin Streets in Ottawa. When she spoke to the clerk in French she was told, "I don't speak French, go to the next counter, he might understand you." She was therefore obliged to go to another wicket and wait her turn a second time.

The Department informed the Commissioner that it regretted the incident and stated that the postmaster had issued directives so as to ensure that equal services are provided to all clients.

- A French-speaking customer visited the main Ottawa post office in Alta Vista one Wednesday in October 1971 at about 5:45 p.m. and was unable to obtain service in French. There were only three English-speaking clerks at the counters.

The Department admitted that although four of the seven clerks on duty that day were bilingual, none of them, for reasons which it considered valid, was present at that particular time to provide service in French.

The Department nevertheless deplored this lack and was of the opinion that the office in question ought to have organized its services in such a way as to meet language requirements. Directives on the subject were brought to the attention of those responsible so as to avoid a repetition of such an incident.

#### *File No. 75—Toronto*

A French-speaking Torontonien complained that the Post Office often changes the address on his mail when it is written in French.

The Department explained that the sorters responsible for routing his mail were not familiar with the French style of addressing a letter and hastily read only "3555 avenue". Since this address did not exist, the mail was sent to the Directory Service and readdressed. The Department assured the Commissioner that the changes were made in good faith and that the Post Office was carrying out its primary task, which is to deliver the mail. However, to correct the situation, appropriate directives were issued.

*File Nos. 172, 547, 577—Winnipeg*

- A Post Office employee in Winnipeg stated that the Department assigns him extra work because he is bilingual, but without increasing his salary.

The Commissioner replied that questions of salary were outside his jurisdiction. The complainant authorized the Commissioner to forward his file to the Department.

- A French-speaking person reported that there was no French-speaking clerk at the main post office in Winnipeg, Manitoba. She added that the public cannot obtain information in French about the new postal code.

- A French-speaking Manitoban telephoned Winnipeg for information on the new postal code. She was unable to obtain a reply in French.

The Department stated that for several years there had been a bilingual clerk on duty in the main post office, and sometimes two or even more. The present situation has resulted from a reduction in the number of staff assigned to wickets, and from retirements. Measures have been taken to have a bilingual clerk serving the public.

The Department told the Commissioner that it had hired seven unilingual English-speaking employees to answer requests for information about the new postal code being used in Metropolitan Winnipeg, and that calls in French had to be directed to the provincial or regional director, a step which members of the French-speaking public had taken only three times since the service was set up.

Not satisfied with this expedient, the Commissioner pointed out to the Department that the Official Languages Act was not being complied with if the information services were not able to deal with calls by French-speaking persons without the latter having to indicate that they wished to obtain a reply in French. He also pointed out that a French-speaking person may give up trying to get service in French if he is habitually answered only in English.

The Commissioner recommended that the Department take into consideration the requirements of the Act in recruiting and assigning its staff in order to correct these shortcomings.

*File Nos. 90, 341, 659—Regina*

- A Francophone stated that a letter to Newfoundland mailed in Regina was returned to him marked "For better direction" because the name of the province was written in French. The complainant then went to the Regina post office in person to send his letter and it was refused because he would not substitute "Newfoundland" for "Terre-Neuve".

The Department was not able to determine the truth of the matter. It informed the Commissioner that directives had been issued on June

20, 1969, ordering all employees to accept mail addressed in a language other than English as it was and never to return it to the sender. However, after the Commissioner's intervention, the Department repeated its directives as a precaution.

- A Francophone reported to the Commissioner the difficulty she had had in obtaining information from the main post office in Regina by telephone in French. She also claimed she had been insulted by an employee of the office who muttered: "Is that all she wanted, the bitch?"

The Department informed the Commissioner that the reception given the complainant had certainly not been consistent with the courteous treatment generally given all customers. It added that its Regina office was able to provide services to the public in both official languages and it assured the Commissioner that incidents of this type would not occur again.

- A French-speaking association in Saskatchewan received a circular about the new postal code from the Department in English only. The association's representative believed that the circular should have been written in both official languages.

The Department observed that interpretation and enforcement of the Official Languages Act posed particular problems in Saskatchewan because it was difficult to estimate the demand for services in French. According to the Department, the demand was small and would not have justified setting up a translation service.

The Department made it clear that its practice was to communicate with individuals in the language which they used. In the case of organizations, it had decided to make a survey so that, as far as possible, communication with them would be in the language of their choice.

The Commissioner stressed that the presence of the French-speaking element in Saskatchewan should prompt a federal body as large as the Post Office Department to attach real symbolic importance to the requests of this language group. He also noted that it should be possible and desirable to write a circular for general distribution in both languages.

#### *File No. 394—Edmonton*

A French-speaking Albertan believed that postmen refuse to deliver letters because they are addressed in French, and as supporting evidence, he sent an envelope addressed in French which had apparently been returned to him, marked "no such address".

The Department assured the Commissioner that the complaint resulted from an inadvertent error. The Department stated that it would take all necessary measures to avoid a recurrence of similar incidents.

*File Nos. 264 and 419—Stamps*

- An Anglophone suggested that the placing of the French word “Postes” on Canadian stamps before (that is, to the left of) the English word “Postage” should be reversed, since the majority of Canadians are English-speaking, and read from left to right.

The investigation revealed that there was no infringement of the letter or the spirit of the Official Languages Act since the equality of status of both official languages was properly respected. Actually, both words can be seen simultaneously, at a glance, and do not involve any “reading” as such.

- An Anglophone alleged that the word “Confederation” appeared only in French on the British Columbia Centennial postage stamp and took exception to the fact the Post Office Department printed the name of that province in both languages.

The Department replied that the principles applied to the use of the two official languages in postage stamp design are (a) to demonstrate the bilingual nature of Canada and (b) to reproduce all text in the two official languages.

As with any postage stamps, the size of the British Columbia Centennial stamp and the general requirement for readability limited the options in the choice of text. The official translators serving the Department confirmed that “British Columbia” was translatable and, if used, would require translation to be acceptable in form and principle. The basic letter forms of “CONFEDERATION”, which are common to the two official languages, were used and French accents were employed clearly but lightly so that the normal visual response to the word of both Anglophones and Francophones would be produced.

The complaint and its investigation did not disclose a contravention of the Official Languages Act.

- An Anglophone questioned the use of the word “Aerogramme” and the expression “Air Mail” on the Canadian aerogramme (air letter). He added that the word “cents” should follow the figure 15.

The Commissioner did not pursue these complaints with the Post Office Department because they did not involve a violation of the Act.

“Aerogramme” and “Air Mail” are correct and, as regards the suggestion to add the word “cents”, the Commissioner considered this to be an administrative decision within the Department’s prerogative and not covered by the Act.

*File Nos. 296, 370, 608, 677—Postal Material*

- In December 1970, a French-speaking person asked for bilingual labels for routing mail during the holiday season. He ordered labels for Winnipeg, Toronto and Vancouver but was unable to obtain them.

Winnipeg and other centres had labels printed in French. However, Vancouver and Toronto did not. The Department had left it to postmasters to order the type and quantity of labels that they thought were required to meet the demand. According to the Department, postmasters would be in a better position than anyone else to assess the local situation. On this point, the Commissioner reminded the Department that, under the Act, it had to offer the public postal services in both languages where there was a sufficient demand.

The Department added that it would be difficult to make the labels now in use bilingual because the large number of words on one side would spoil the appearance and would make it difficult to read. Consequently, it planned to reduce the variety of labels and ensure that those used would be bilingual with French on one side and English on the other.

The Commissioner recommended to the Post Office Department that it make all its public documents available to the parties concerned in both official languages.

- A French-speaking person was surprised that only the word “June” appeared on one of the cancellation stamps of the Post Office Department in Ottawa.

For some years now the Department has been replacing unilingual cancellation stamps, as they are used up, by stamps bearing Roman numerals. These changes are being made gradually, starting in the bilingual regions. It appears that one cancellation stamp in the Ottawa Post Office had not been replaced. The Department promised to replace it without delay. The Department further reminded its regional officers to ensure that old stamps would be replaced as soon as possible.

- An English-speaking person objected to stamp cancellation slogans that appeared in English only.

The Department indicated that such slogans, which are used mainly by charitable and public service organizations, are paid for by these organizations. It is the Department’s policy to gradually replace unilingual cancellation slogans with bilingual ones. Less than forty unilingual cancellation slogans were still in use, and these were to be replaced within a few months.

#### *File Nos. 336 and 400—Quality of French*

- The complainant drew the Commissioner’s attention to a spelling error in a Post Office delivery notice.

- A French-speaking person complained of the poor quality of French in a Post Office circular concerning changes in postal rates.

The Department decided to recruit an editor-reviser to attend to the quality of the language.

*File No. 399—Language Training and Promotion*

An Anglophone stated that he had applied for, and had not received, second-language training. Despite the fact that he took such French courses on his own time, his second-language competence was limited. For this reason, he was excluded from a promotional competition for a senior Post Office position. Since he had satisfactorily performed the duties of this position in an acting capacity for sixteen months, the complainant felt that his exclusion from the competition was unjust.

The Commissioner informed the complainant that no government department or institution is required by the Official Languages Act to provide second-language training. Accordingly, such training cannot be considered a right under the Act. He stressed the great importance which his Office placed on the Public Service Commission considering with all possible sympathy every request for second-language training, even though under the Act federal employees could not insist on access to such courses.

*File No. 489—Returned Letters*

A French-speaking person in St. Catharines, Ontario, complained to the Department that letters addressed to him in French had been returned to the sender.

The Department assured the complainant that his complaint had resulted from an inadvertent error because a part of the address had been omitted. The Department promised to take all necessary measures to avoid a recurrence of similar incidents.

*File Nos. 554 and 587—Advertising*

- Two French-speaking persons reproached the Department for having announced its new postal code in Manitoba in English-language dailies only. They would like to be informed of the activities of federal agencies through the French-language media, and asked that such agencies use French-language weeklies in the regions where there were no dailies in that language.

The Department informed the Commissioner that it usually employed all the media. For example, with regard to publicity on the new postal code, the Department pointed out that the following media had been used in both the English and French communities: dailies, weeklies, radio, television and agricultural publications. Furthermore, a bilingual letter and pamphlet had been sent to all Manitoba households. Therefore there were no grounds for the complaints. However, in order to avoid any misunderstanding, the Commissioner recommended to the Department that if it had to do any advertising for reasons other than

the postal code, it use the weeklies in those regions where there were no dailies in one of the official languages.

## PUBLIC ARCHIVES OF CANADA

### *File No. 193—Dürer Exhibition*

A correspondent who visited the exhibition of Dürer's work held in Ottawa under the auspices of the Public Archives noted that the explanatory texts and captions for the paintings were in English and German. The complainant found it unacceptable that there was no documentation in French available to French-speaking visitors.

The Public Archives said that its own exhibitions are always presented in both languages and that the posters, captions, catalogues and opening ceremonies are always bilingual. An embassy had been responsible for the exhibition mentioned above. The Public Archives said that it was fully aware of the Official Languages Act and asked the Commissioner to comment on its bilingualism practices with regard to exhibitions. The Commissioner gave the following particulars:

1. All exhibitions which are the responsibility of a department or agency of the federal government must be completely bilingual. Both official languages must be used in posters, captions, catalogues, advertising and opening ceremonies.
2. Embassies and ethnic associations wishing to organize exhibitions should be advised of Section 2 of the Official Languages Act. In general, exhibitions are organized well in advance, and when they are to be shown in Canada, it is completely natural to take the linguistic realities of the country into account.
3. With regard to exhibitions organized for particular ethnic groups, no effort should be spared in convincing the organizers of the importance and value of intercultural relations in a bilingual country. A poster in both French and English giving the name of the organization responsible for the exhibition would constitute a welcome initiative.

The Commissioner believed that it was necessary to take steps to ensure that exhibitions conform to the requirements of the Official Languages Act.

### *File No. 509—Telephone Answering Service and Information Personnel*

The complainant alleged that the telephone answering service at the library of the Public Archives was in French only, and that the information personnel did not appear to understand his request in English.

The complaint was investigated and the Dominion Archivist issued instructions that telephone service be provided in both official languages at all times.

## PUBLIC SERVICE COMMISSION

### *File Nos. 97, 207, 392, 532 and 610—Language of Service*

- The complainant stated that in December 1970 and at the beginning of March 1971 he had difficulty communicating in French over the telephone with officials of the Commission's Social and Economic Program.

Investigation of this complaint revealed that officials of the Social and Economic Program were able to communicate with the public over the telephone in both official languages.

- A Francophone lodged a complaint against the Commission for having called him to an interview which was conducted in English.

This complaint had already been brought to the attention of the Commission and was being dealt with when the Commissioner heard about it. The Commission decided to ignore the results of the first interview and to call the complainant to a second interview, to be conducted in French.

The Commissioner informed the Commission that, in his view, its action was in accordance with the provisions of the Official Languages Act.

- The complaint alleged that he had received a letter in English from the Commission in reply to a form filled out in French.

Investigation of the complaint revealed that the complainant had initially filled out a bilingual form in English and had replied in English to the first letter that the Commission sent him. The Commission had thus not departed from its policy of replying to correspondents in the official language of their choice.

- A Francophone alleged that a telephone receptionist in the Commission's regional office in Ottawa answered only in English and did not apologize for her inability to answer the telephone in both languages. The complainant had to wait a while before obtaining information in his own language.

The call had indeed been taken by a unilingual Anglophone. The Commission pointed out, however, that the office in question was able to offer service in French. In any case the Commission was going to install a new telephone system—CENTREX—by means of which all calls would be directed to a person able to answer in the language of the

caller. The Commissioner recommended that all unilingual anglophone telephone receptionists be instructed to automatically refer any call made in French to a bilingual colleague, without forcing a caller to persist in French, to refrain from speaking English to Francophones—in view of the fact that service should be provided automatically in the official language of the caller—and to see that delays were kept as short as possible.

- A francophone employee enrolled in the career assignment program (CAP) administered by the Commission and received documentation entirely in English.

The Commission admitted that the complaint was justified, and blamed translation problems for the delay in providing documentation in both languages. It wished to assure the Commissioner that the incident should not be interpreted as a sign of indifference towards Francophones and repeated its firm intention to provide Francophones with documentation in their own language.

#### *File No. 145—Advertising*

The complainant charged the Commission with having published an advertisement in French in an English daily newspaper in Winnipeg and with failing to publish it in the French-language press.

After investigation the Commissioner informed the complainant that the advertisement in question had also been published in the French-language press.

#### *File Nos. 200, 379, 707—Language Tests*

- The complainant took exception to the results he had achieved in the Commission's language examination F400A. He was surprised to learn that there was no readily accessible form of redress or appeal available to persons who believed that their language skills had been inaccurately assessed.

- An English-speaking employee in a Quebec office of the Department of National Revenue (Taxation) complained that, although he had performed the duties of his position satisfactorily in both official languages for nearly twenty-five years, he failed the Commission's F400A test. He felt that as a result he would be considered unilingual and unqualified as a candidate in a forthcoming competition for the position he was currently occupying in an acting capacity. In fact he was subsequently excluded from this competition on the grounds that he failed the said language test. His appeal to the Public Service Appeal Board was dismissed and he turned to the Commissioner.

The Commissioner discussed these complaints with officials of the Commission. As a result of his enquiries, the Commission established,

in September 1971, a Review Committee composed of three linguistic experts to interview public servants who believed that, after having taken test E400A or F400A, their second-language capabilities had been inaccurately assessed. Primary consideration was given by the Committee to candidates whose scores would crucially affect their career or where a clear discrepancy existed between different sub-test scores. Between September 1971 and March 1972, the Committee reviewed 146 cases. The Committee interviewed 81 candidates in person and revised the score of 66. Of 65 persons interviewed by telephone 61 had their scores revised.

- An Anglophone complainant wrote to the Commissioner concerning his exclusion from language training courses on the grounds of a hearing disability. He believed that some accommodation should be made for people in that situation.

The Commissioner was obliged to conclude that he could not assist him officially since language training cannot be considered a clear right under the Official Languages Act because the duty to provide second-language training is not imposed on any government department or institution. The Commissioner did propose, however, two unofficial steps he could take to help the complainant. He would support the complainant's request to be medically examined by specialists to determine whether in fact he did have a hearing defect. Then if his disqualification from language training proved to be for a medically invalid reason, he would bring the complainant's case to the attention of the Review Committee established by the Public Service Commission to interview public servants who believe that their second-language skills had been inaccurately assessed. The complainant subsequently learned that he was to be posted abroad and stated that it was unnecessary to pursue the matter further for the time being.

#### *File Nos. 354 and 423—Recording of Language Test Results*

- An official of the Department of Energy, Mines and Resources stated that it seemed a waste of time to conduct a separate test to determine the degrees of bilingualism for individuals enrolled in Public Service Commission language courses. He complained that no official cognizance was taken of test results. The complainant stated further that, in July 1970, all employees of his Department were asked to take a Public Service Commission language test to determine the level of bilingualism they had currently achieved. No warning was given that test results would be recorded for evaluation of individuals, although this was subsequently done. Test results were, in addition, classified according to form standards, the specifications of which were not outlined. Finally, the complainant expressed objections to the conditions under which tests are administered and the confusion which they might cause.

- The complainant charged the Commission with failing to enter the results of his E400A test in Data Stream.

While acknowledging that it was outside his jurisdiction, the Commissioner nevertheless discussed the matter unofficially with representatives of the Commission. Technically, Data Stream was able to enter the results of language tests automatically. However, because of certain administrative problems this would not be done until the beginning of 1972, when entries would probably be in percentiles.

As for the results of the tests, they could not be used as search criteria in staffing because this would discriminate against employees who, in spite of their wish to do so, had not yet taken the test.

*File Nos. 335, 343, 382, 420, 480 and 538—Language Qualifications in Appointments and Promotions*

- A correspondent informed the Commissioner of the difficulties he had experienced in finding a position with the Public Service of Canada because his knowledge of English was insufficient.

The Commissioner agreed to bring this case to the attention of the Commission, which assured him that it was keeping the correspondent's application for employment in its inventory and that it would be considered when there were openings for which he might qualify.

- The complainant, who was employed in the federal Public Service as a PE 3 on a casual basis, wished to become permanently employed in that classification. She had been informed that only bilingual personnel could fill the available vacancies. She could not take the examination to establish her bilingual capacity until she had become a full-time public servant and was thus effectively blocked from obtaining a position for which she believed herself qualified.

Before this situation could be fully investigated, the complainant obtained a satisfactory position and the case was closed.

- An Alberta resident wrote to the Commissioner to protest against alleged linguistic requirements for Public Service employment in the Province of Quebec. Her husband, who was a member of the Canadian Armed Forces, was soon to be transferred to the Province of Quebec and the complainant wished to obtain a position there. However, she was not bilingual, and when she wrote to the Public Service Commission, they advised her that she must first speak French in order to qualify for a position there.

The Commissioner's investigation disclosed that administrative support positions with the Department of National Defence in the Province of Quebec had been designated as bilingual and that as there had been no difficulty in filling them, the policy seemed to be justified. In other areas, although some positions are designated as bilingual, it

is not always possible to find qualified bilingual persons and in that event, consideration is given to unilingual applicants. The complainant was so informed and advised that there was, in the Commissioner's opinion, no infraction of the Act.

- A Member of Parliament wrote to the Commissioner requesting information about the federal government's language policy in hiring public servants in the Atlantic region. He enclosed a letter from one of his constituents who objected to the bilingualism requirement for Manpower Counsellors' positions in the Atlantic provinces. The recruiting advertisement for Manpower counsellors gave the impression, in the Member of Parliament's opinion, that the Department of Manpower and Immigration's policy was to hire only bilingual personnel in certain categories and that everyone seeking employment in the federal Public Service must be bilingual.

The Commissioner's investigation disclosed no infraction of the Act but he offered to forward the Member of Parliament's enquiry to the Chairman of the Public Service Commission and to the Deputy Minister of Manpower and Immigration. The Member of Parliament stated in reply that he had received a letter from the Chairman of the Commission which answered his questions regarding the legal propriety of the competition advertisement concerned.

- The Chairman of a Public Service union wrote to the Commissioner to express his concern at the manner in which the second language proficiency requirement was being applied in Public Service employment and promotional competitions. He cited the case of a federal public servant who, aspiring to a promotion, requested French-language training. The public servant was advised that such training was unnecessary since the position he sought was not senior enough to require bilingual capability. However, the position was subsequently advertised with bilingualism as an essential qualification. The rating board awarded this individual a high mark in the competition but denied him promotion to this position on the ground that he was unilingual. A Public Service Appeal Board subsequently concluded that he had, despite his unilingualism, satisfactorily fulfilled the requirements of the position on an acting basis for four years.

The Commissioner discussed this case with officers of the Public Service Commission and also obtained a legal opinion as to whether access to language training is a right under the Official Languages Act. The opinion was that since no government department or institution is required explicitly by the Official Languages Act to provide second-language training, such training cannot be considered a legal right under the statute. Also, the Commissioner concluded that in the first instance the designation of bilingual positions within the federal Public

Service is the prerogative of the Department concerned and that he would intervene only if the result of such designation led, in his opinion, to a contravention of the Act.

In the absence of an infraction of the Official Languages Act, the Commissioner was unable to take official action in this case. However, in discussions with the Public Service Commission, he stressed the importance he placed on the Commission considering with all possible sympathy every request for second-language training.

- A correspondent wrote to the Commissioner because he had been informed that he did not meet the requirements to be a teacher of French as a second language to public servants in a western Canadian city.

The Commissioner informed the complainant that in his opinion there had been no infraction of the Act in this case but offered to forward his letter to the Public Service Commission if authorized to do so. The complainant gave his authorization and his letter was duly forwarded.

#### *File Nos. 350 and 398—Alleged Ethnic Prejudice*

- An English-speaking applicant for a position as a departmental bilingualism adviser alleged that, although he was successful in being placed on an eligible list for such positions, no Department subsequently offered him employment. He stated that his qualifications were impeccable and attributed his failure to receive a position to prejudice against Anglophones in the federal Public Service.

The Commissioner invited the complainant on two separate occasions to come to his office and discuss the details of his complaint. No reply was received and the file on this case was accordingly closed.

- A federal employee reported that at a summer camp in Quebec French-speaking children had apparently maltreated the children of English-speaking senior government officials.

This matter did not come under the jurisdiction of the Commissioner and was not pursued.

#### *File Nos. 747 and 925—Personnel Matters*

- An employee in the Department of the Solicitor General charged the Commission's Bureau of Staff Development and Training with having published a circular concerning changes in its course directory in English only.

Investigation revealed that the complaint was justified. The Commissioner recommended that steps be taken to avoid a repetition of the incident.

- A wireless operator employed in the Ministry of Transport wrote the Commissioner about the bilingualism bonus paid to employees.

This inquiry concerned the application of pay regulations in accordance with the Commission's Staffing Manual. Although this matter did not come under his jurisdiction, the Commissioner informed the correspondent that the seven per cent bonus for using a second official language was only applicable to certain categories of employees, such as secretaries, stenographers and typists.

*File No. 755—Translator without a Dictionary*

The complainant reported that a notice advising her of an examination to be held for the position of translator had failed to mention that candidates must bring their own dictionaries.

The Commissioner referred this complaint to the Public Service Commission and told the complainant that this matter was not within his competence. The Commission later informed the Commissioner that the complainant had passed the examination.

*File No. 780—Dialogue Canada*

An individual reported to the Commissioner that the Commission had refused to supply one of its French teachers with the recording of its new course entitled "Dialogue Canada".

After investigation the Commissioner reported that there had been no refusal, but simply a notice indicating that the material requested was not yet available.

## PUBLIC WORKS

*File No. 161—Unilingual Contract Documents*

An English-speaking contractor residing in the Province of Quebec took exception to the issuance in February 1971 by the Department of contract documents (plans and specifications) in French only.

The Department's policy was to issue such documents in both official languages in its Quebec region. However, the documents mentioned by the complainant dealt with urgent projects undertaken under the Economic Stimulation Program in the Province of Quebec and were therefore issued in the working languages of the majority of those concerned with their preparation. English-speaking contractors were informed that assistance was available in relation to translation or interpretation of the projects.

The Commissioner recommended that plans and instructions to contracting tradesmen be issued in the two official languages in the

Province of Quebec as well as in other provinces. The Department decided to prepare in French and English a clause by clause standardization of the specifications with computerized means of assembling the standard clauses into a package for any given subject. The preparation of the master specification was to be ready by early Fall 1971.

*File No. 566—Public Archives and National Library Canteen*

The complainant drew attention to the absence of French on the menus and in the services provided by the canteen on the fifth floor of the building housing the Public Archives and the National Library. He added that he should not be compelled to express himself in English in the national capital.

The Department took the necessary steps to ensure that menus were drawn up in French and English. It also instructed the Canadian National Institute for the Blind, the organization operating the canteen, to provide service in both official languages.

*File No. 636—Advertisement in a Newspaper*

An Anglophone from Regina complained about a Department's advertisement published in French only in the *Regina Leader-Post*. He stated that such a publication in French only of what he believed to be a competition announcement discriminated against English-speaking candidates.

In reply to the Commissioner's inquiry, the Department stated that an advertisement calling for proposals from developers for the leasing of Crown property was placed in the *Leader-Post* on December 23, 1971, by its Saskatoon office. While the English version specified that proposals might be received until noon on February 9, 1972, the French version quoted May 1, 1972, as the final receiving date. On December 31, 1971, the Department published a notice in French only in order to correct the error in the French version. Unfortunately the correction also contained the wrong date. The entire French version was subsequently published in its correct form. In the final result there was no infraction of the Act.

*File No. 693—Elevators and Cafeteria in Tower "A", Place de Ville, Ottawa*

A French-speaking person complained about the absence of French in the elevators and in the cafeteria of the building occupied by the Public Service Commission in Ottawa (Tower "A", Place de Ville). He claimed that in the locations mentioned all directions were in English only, and added that it was impossible to get service in French in the cafeteria. According to the complainant, such a situation

prevails in most of the buildings rented by the Federal Government in the National Capital Region. He suggested that in future, whenever the Government rents a building or part of a building, it require the lessor to put up directories, signs and notices in both official languages, and that all concessionaires provide services in English and French.

The Department, the only body responsible for renting buildings for the Federal Government, informed the Commissioner that its policy was to display signs, notices and directory boards in both official languages if a leased building was fully occupied by the Government. It also installed bilingual signs in any part of a building rented by the Government. Moreover, the Department expressed its intention to include a provision in future leases that would require landlords to use bilingual signs in any premises they lease to the Government.

As far as the elevators in Tower "A" of Place de Ville are concerned, the Department informed the Commissioner that the installation of bilingual signboards was part of a current programme under which existing signboards would be gradually changed to meet the requirements of the Official Languages Act. It stated that it could do nothing about the cafeteria since this was a commercial operation by a private firm. It pointed out, however, that in cafeterias, canteens and dining rooms under the Department's administration, services were provided in both official languages wherever necessary.

## REGIONAL ECONOMIC EXPANSION

### *File No. 177—Library*

A French-speaking person who went to the departmental library in Ottawa could not obtain service in French.

While the Commissioner was beginning his investigation of the complaint, the Department had already taken steps to correct the situation. A bilingual librarian was to begin work and two bilingual people were being trained to fill support positions. In addition, one other librarian was asked to enroll immediately in French-language courses.

## ROYAL CANADIAN MINT

### *File No. 334—Guides*

A French-speaking complainant objected to the poor quality of French used by the guides at the Mint.

The Royal Canadian Mint stated that it had no specific language requirements for its guides, who were all commissionaires of French-Canadian origin.

It seems that the difficulties reported resulted not so much from the quality of language spoken but rather from the nature of the premises, which are noisy and uncomfortable. The explanations would have been as difficult to understand in English.

A new Mint will very likely be built in the near future, and observation windows will be installed for visitors, who will be able to follow the various stages of production by listening to tape recordings in both languages. In the meantime, the Royal Canadian Mint will install descriptive notices in both languages on its principal machines.

*File No. 575—Internal Administration and Service to the Public*

A French-speaking employee of the Royal Canadian Mint complained about difficulties he encountered in promotion, personnel directives and memoranda generally issued in English only, and inadequate service to the public.

The Commissioner invited the complainant to provide him with more specific information. Since the complainant failed to do so, the Commissioner was unable to investigate the complaint.

## SECRETARY OF STATE

*File Nos. 91 and 310—Citizenship Registration Service*

- A Francophone in Regina complained that, contrary to his request, the Secretary of State's Department prepared his certificate of Canadian citizenship in English.

The Department stated that it had indeed sent the complainant a citizenship certificate written in English rather than French in July 1969, about two months before the Official Languages Act came into effect. To correct this error the Citizenship Registrar took the necessary steps to replace the complainant's certificate with a certificate in French. The Department also assured the Commissioner that it would see to it that in future errors of this nature were avoided.

- A Francophone in Montreal wrote the Citizenship Registration Service in French and received a reply in English.

The Department informed the Commissioner that its practice was to reply to communications received by it in the language of the correspondent. It expressed regret for this error and assured the Commissioner that it would take the necessary steps so that correspondents would receive letters in their own language.

*File Nos. 421, 444, 450, 465, 717 and 722—Opportunities for Youth Program*

- Eight Francophones in New Brunswick complained of having received documents in English (form letters and applications for funds).

The Department stated that Opportunities for Youth generally used the official language of its correspondents. Because of the quantity of mail received, Opportunities for Youth was often forced to use form letters in order to speed up replies. The letters in English were undoubtedly sent to the complainants inadvertently, the Department said. It regretted these errors and had requested Opportunities for Youth to take the necessary action so that they did not recur.

- A Francophone deplored the fact that the July 7 edition of *En Route*, published by the Secretary of State's Department, devoted very little space to French text. He also noted that its page-setting worked against French, by relegating it to the last two pages.

In reply the Department stated that *En Route* was not an official publication, but was the result of a youth communication and publicity program for those taking part in Opportunities for Youth, and of a program aimed at transient youth in the summer of 1971. Its publication was assigned to a group of young persons working under the supervision of a professional journalist. The publication was, therefore, one which received financial aid from the Department of the Secretary of State, but retained a great deal of autonomy and could not be described as an official publication.

The Department noted, on the other hand, that the paper *En Route* had been designed as a publication which would meet the expectations of its anglophone and francophone readers. To do this it was to contain a satisfactory quantity and quality of original articles in French, as well as translations of official information included in it.

The July 7 edition did not satisfy the Department on account of the relatively limited space devoted to French material. The group in charge of its publication was informed of this, and subsequent editions of the journal showed progress in this area.

- Three Francophones reported that the Secretary of State's Department had hired four unilingual anglophone representatives for its Opportunities for Youth programme in Nova Scotia.

In response to the suggestion of the Commissioner that a person able to handle the needs of the French-speaking population be appointed, the Secretary of State's Department stated that this responsibility had been entrusted to one of the bilingual representatives located in New Brunswick. It added that it was aware that the relationship between participants and officers throughout the period of the projects was an important aspect of the program, and that it was essential that participants should receive the moral or technical support necessary for completion of their projects. For this reason it had decided to hire a French-speaking project officer who would spend the summer in Nova Scotia.

*File No. 189—Quality of French*

A student complained of the quality of the French on a form distributed to university students by the Department of the Secretary of State. She considered that the French text could not be understood without reference to the English version.

Inspection of the French text showed that the wording had been chosen so as to make the meaning of the questionnaire as precise as possible. The Commissioner felt that, though far from perfect, the text could be regarded as acceptable.

*File No. 199—Information Officer*

A Francophone complained of being unable to obtain information on human rights in French when he telephoned the Research and Documentation Division of the Citizenship Branch, because the employee did not have a sufficient knowledge of French.

The Department advised the Commissioner that there was in fact a period in which the information officer could not express herself fluently in French. It added that from mid-April 1971 onwards the Division was able to handle requests for information in French.

*File No. 395—Note in English Sent to Francophone*

A Francophone received a note written in English attached to material from the Secretary of State's Department.

The Department regretted this error due to an oversight, and took steps to see that such a situation would not happen again.

*File No. 716—"Cultural" versus "Ethnic"*

An Anglophone objected to a statement made by the Honourable Gérard Pelletier that the Secretary of State's Department would prefer the word "cultural" to the word "ethnic" in communications.

The Commissioner decided that this complaint did not involve a failure to respect the equality of status of English and French as official languages and was not an infraction of the Act.

*File No. 740—Unilingual News Release*

The management of a weekly French-language newspaper complained of receiving a news release from the Secretary of State's Department written in English.

The Department explained that there had been an unfortunate mistake, and this was not the usual practice. News releases were usually addressed mechanically with each plate indicating the language of the

addressee. In the case in question, the Department said, distribution had been handled locally; the material was addressed by hand and the employee had simply failed to include the code indicating that the addressee should receive a copy of the document in French. The Department assured the Commissioner that its Information Services had taken the necessary measures to eliminate such mistakes in future.

*File No. 826—Canada World Youth*

A Francophone received a form letter in English from Canada World Youth, an organization subsidized by the Secretary of State's Department.

The Department explained that the contract between the Government of Canada and Canada World Youth stipulated that the organization would provide bilingual services. The Department accordingly forwarded the complaint.

## THE SENATE

*File No. 534—Poverty in Canada*

A French-speaking person criticized Information Canada in Montreal for not having any French copies of the Special Senate Committee report entitled *Poverty in Canada*, while the English version was already available.

The Committee stressed that both the English and French versions were published at the same time, that both versions were tabled in the Senate by the Chairman of the Committee on November 10, 1971, and that copies had been distributed to members of the press.

The Committee added, however, that there was a delay in putting the French version on sale. After tabling the report, the Chairman of the Committee had been informed of the dubious quality of the French version and had quickly made the necessary changes.

The Commissioner recommended that the Speaker of the Senate urge all committees under his authority to take the appropriate steps to ensure that such an incident not recur in future.

*File No. 560—Greetings at Main Entrance*

A French-speaking journalist alleged that he was always addressed in English when he presented himself at the main entrance to the Senate, and the guard always asked in English what he wanted, or if he was a journalist. The complainant believed he visited the Senate sufficiently for the guards to know him by sight, and to know that he was French-speaking.

Investigation disclosed that no instructions had ever been issued that visitors were to be greeted in English only. Steps were taken to correct the situation by issuing a directive that all visitors to the Senate were to be greeted with a brief phrase in both official languages.

Only seven of the 23 constables are unilingually English and these seven have been provided with a simple lexicon of French phrases to use in their contacts with unilingual Francophones. All new recruits to the Service must be bilingual.

## SOLICITOR GENERAL

There are three agencies under this Department: The Royal Canadian Mounted Police, the Canadian Penitentiary Service and the National Parole Board. Each of these agencies came to the Commissioner's attention during the fiscal year. The Royal Canadian Mounted Police in particular, because it is located throughout Canada, was the subject of complaints concerning the language of service. Its present bilingual staff is not sufficient to enable it to provide bilingual service throughout Canada, although the agency has made marked progress in this direction, particularly in the National Capital Region. Furthermore, the presence of French-speaking prisoners in penitentiaries located in predominantly English-speaking areas creates a thorny problem which the Commissioner brought to the attention of the Canadian Penitentiary Service. A great deal of imagination will be required to implement a practical solution to this problem. In short, the implementation of the Official Languages Act within the Department of the Solicitor General raises special problems which the agencies and senior administration of the Department will have to tackle with determination.

## ROYAL CANADIAN MOUNTED POLICE

### *File No. 89—In the Prairies*

In a brief submitted to the Special Joint Committee on the Constitution of Canada, a French-speaking person from Saskatchewan complained of the lack of importance accorded to the promotion of the Canadian Government's bilingualism policy by a federal agency. In his statement, he deplored the fact that most members of the Royal Canadian Mounted Police in the Western provinces could neither understand nor speak French. He added it was a well-known fact that a knowledge of French was not required of English-speaking recruits, either when they join or during their training. He pointed out that documents such

as summonses and arrest warrants used by the RCMP in Saskatchewan were in English only, even though issued in the name of Her Majesty the Queen, the Sovereign of a bilingual country. The complainant quoted from a paragraph which appeared in the 1968 edition of the Canada Year Book stating that, "the Royal Canadian Mounted Police is responsible for enforcing federal laws throughout Canada", and said he was of the opinion that this role transcended the mandate which the RCMP received by agreement with the provinces (to enforce provincial laws in all provinces except Ontario and Quebec), and felt that the former role implied the necessity for the members to know both official languages. With the complainant's permission, the Commissioner followed up the questions he had raised.

After certain meetings with the Commissioner of the RCMP and a special study of its services undertaken at the request of the RCMP, the Commissioner declared that he was satisfied that the RCMP had assigned priority to the obligation of communicating with the public and providing service in accordance with the requirements of the Official Languages Act. The RCMP had adopted several measures designed to increase its bilingual capability, and other measures were being studied at the present time. Of course, the practical results were more obvious at the central administrative level in Ottawa and in the services that were provided for the public in the National Capital Region. Moreover, for the past several years, most of the members of the RCMP working in Quebec had been bilingual.

The investigation revealed that the RCMP was aware that it would be required to increase considerably its bilingual capacity in other regions of Canada if bilingual districts were created. Since only about ten per cent of its staff was bilingual and since its language training programs had so far not made it possible to fill all the positions requiring a knowledge of both official languages, there was a large gap between the demand for service in French and the agency's capacity to meet the demand with skilled personnel.

By agreement, several provinces or municipalities relied on the RCMP for their police service. Although it remained an agency of the Canadian Government, the RCMP, in carrying out this specific mandate, came under the exclusive control of the provincial or municipal authorities in charge, and, when necessary, had to comply with the language system in the areas concerned. This situation applied in the case of several documents issued by the RCMP in Saskatchewan, such as the summonses and arrest warrants mentioned in the report.

The Commissioner stated that he was convinced the complaint raised complex questions and that the RCMP intended to offer concrete solutions by implementing suitable programmes. He assured the complainant that he would pay close attention to the establishment and

expansion of institutional bilingualism within the RCMP so that the services provided for the public were in accordance with the Official Languages Act in all respects.

*File No. 405—In the National Capital*

A French-speaking person complained that he was unable to receive service in French from the RCMP when he was stopped for exceeding the speed limit on the Ottawa River Parkway, and that the summons he received from this federal police force was in English only. He asked the Commissioner to intervene immediately because he had no intention of paying the fine until the summons was written in French.

The Commissioner informed the complainant that the subpoena he received as a result of this incident was from the legal authorities of the Province of Ontario, Ottawa-Carleton Division, not from the RCMP. Since the date on which the complainant was to have paid the fine specified in the summons, or else appear in Provincial Court (criminal division), was close, the Commissioner, in an effort to spare this individual further problems, brought the complaint to the attention of an official in the office of the Clerk of the Court. The official said that he would have a summons in French drawn up for the complainant and that he would have the date for his appearance postponed for one week.

Moreover, the RCMP acknowledged that the complainant was entitled to receive service in French and that its officer, in view of the complainant's wish to speak French, should have called upon one of the bilingual officers on duty. The RCMP attributed its officer's lapse to an oversight and assured the Commissioner that steps had been taken to prevent such complaints from occurring in future.

*File No. 483—Governor General's Residence*

A Francophone claimed that he was unable to obtain information in French from two members of the RCMP on duty at the Governor General's residence in Ottawa.

Inquiry showed that at the time indicated by the complainant, neither of the two policemen on duty was bilingual. In spite of having insufficient bilingual members, the detachment on duty had provided bilingual service for sixteen hours out of twenty-four on the day in question. Since then, the bilingual strength of the detachment has increased from 14 to 64 per cent. The RCMP should now be able to provide service to visitors in both official languages at all times.

*File No. 548—Winnipeg*

A Manitoba cultural society brought to the attention of the Commissioner a complaint against the Winnipeg Division of the RCMP. In

this regard, it submitted an article published in a Montreal French-language daily according to which the federal agency had asked a City of Montreal police station to communicate with it in English, because the division did not employ translators.

RCMP headquarters was aware of this incident even before being notified by the Commissioner. Its inquiry showed that the request of its Winnipeg office was completely unwarranted and contrary to its administrative policy. According to the RCMP, this division was able to reply in French to requests for information made in that language. The RCMP assured the Commissioner that strong measures had been taken to prevent a repetition of such contravention of the Official Languages Act.

#### *File No. 549—Telephone*

A Francophone complained that RCMP headquarters in Ottawa did not serve the public in the language of its choice. On four occasions, he was unable to obtain an answer in French to his telephone calls to an information number.

The investigation showed that there were two bilingual members on duty to receive visitors and answer telephone calls at the times when the complainant telephoned. However, the Force admitted the possibility that one or both may have been momentarily occupied with other duties and that a unilingual person may have answered the calls. The Commissioner recommended that the RCMP take the necessary steps to ensure that any person calling for information at any time receives service in the official language of his choice.

#### *File No. 616—Automobiles*

A Saskatchewan cultural association noted that the cars used by the RCMP in Regina to give driver training to recruits are marked "Driver Training", in English only.

Investigation revealed that the Force has drawn up a program to make all notices and signs at the Regina centre bilingual. Steps have been taken to change the offending sign immediately.

#### *File No. 759—Bonnyville*

A French-speaking person from Bonnyville claimed that the six members of the RCMP stationed in the town, which is partially French-speaking, are unilingual English speakers.

The Commissioner asked the RCMP to consider the need for stationing enough bilingual officers there to meet the demand. The RCMP replied that it had decided to transfer a bilingual officer to Bonnyville.

## CANADIAN PENITENTIARY SERVICE

*File Nos. 646 and 691—Bilingual Services for Inmates of Dorchester, N.B. and Springhill, N.S.*

A cultural association complained to the Commissioner that the French-speaking inmates of the Dorchester penitentiary were victims of discrimination. At approximately the same time, a group of students deplored the absence of recreational, educational and information services in French for French-speaking inmates of the Dorchester and Springhill institutions, and also asked the Commissioner to investigate the matter.

Because of the special nature of the inquiry, the Commissioner visited Dorchester in person. Immediately following this preliminary investigation, an officer of the Complaints Service and the Adviser on Bilingualism of the Canadian Penitentiary Service visited the institutions concerned.

After obtaining all relevant data, including information provided by a group of French-speaking inmates at Dorchester, the Commissioner concluded that he should bring to the attention of the Commissioner of the Canadian Penitentiary Service the ways in which the services offered to inmates by the Dorchester and Springhill institutions failed to meet the linguistic requirements of the French-speaking minority.

These shortcomings were attributable in part to the fact that the senior administration of the institutions had not been informed of the Department's overall bilingualism policy concerning correction and rehabilitation services as well as social services. It was also attributable to the fact that the Department of the Solicitor General had not felt it advisable to establish a policy on bilingualism until the Governor in Council issued a proclamation establishing bilingual districts. Moreover, the French-speaking inmates themselves had not insisted that French-language services be provided, since the detention system was hardly conducive to linguistic activism.

The Commissioner of the Canadian Penitentiary Service stated that he agreed in principle with the thirteen recommendations submitted to him following the investigation. He informed the Commissioner of Official Languages that the Canadian Penitentiary Service was striving to set up a program which would enable it to provide bilingual services to inmates in all institutions where there was a significant demand therefor and to the extent that it was feasible for it to do so. Appropriate measures had already been taken and others were under study in order to ensure that inmates would benefit as soon as possible from a language system in accordance with the letter and spirit of the Official Languages Act.

The Commissioner of Official Languages made the following recommendations:

1. that the Department of the Solicitor General provide bilingual services to the inmates of the Dorchester and Springhill penitentiaries;
2. that the admission or reception services of the Dorchester and Springhill institutions be staffed by bilingual personnel so that inmates can be admitted in the official language of their choice, and that administrative forms be bilingual and filled out in the official language of the inmate;
3. that the Canadian Penitentiary Service take all necessary measures to ensure that the services of specialists are provided to French-speaking inmates at Dorchester and Springhill in the official language of their choice;
4. that, if the need arises, steps be taken to ensure that French-speaking inmates can receive medical care in French;
5. that French-speaking inmates receive psychiatric treatment in their own language;
6. that steps be taken to ensure that French-speaking inmates who so desire can have access, within the institutions, to educational programs under the same conditions as English-speaking inmates;
7. that, when designating new bilingual positions, the Department ensure that there is at least one bilingual instructor in each specialized workshop;
8. that the directors of the Dorchester and Springhill institutions take steps to increase the percentage of French books so that the French-speaking minority will have a wider choice of reading material, and that the Commissioner of the Canadian Penitentiary Service study the possibility of allocating to the Dorchester and Springhill institutions respectively a sum of \$1,000.00 for the purchase of French books to balance as rapidly as possible the present percentage of French and English books in the library;
9. that the Commissioner of the Canadian Penitentiary Service take the necessary steps to ensure that inmates of Dorchester and Springhill have access to French-language radio and television programs;
10. that each shift of the security and supervisory service at the Dorchester and Springhill institutions include at least one bilingual member;
11. that linguistic considerations be taken into account before a French-speaking inmate is transferred to the Dorchester penitentiary;

12. that the directors of the Dorchester and Springhill institutions ensure that the recommendations of inmate committees take duly into account the equality of the French and English languages, as recognized by the Official Languages Act;

13. that the rehabilitation and training committees include one bilingual member whenever applications made in French are under study, and that French-speaking inmates be given the right to express themselves in French before any disciplinary board.

*File Nos. 637, 641, 648 and 660—Bilingual Shoulder Flashes*

The introduction of bilingual shoulder flashes for uniformed personnel of the Canadian Penitentiary Service, with a design calling for the words "SOLLICITEUR GÉNÉRAL" to appear above "SOLICITOR GENERAL", gave rise to these complaints. Following the promulgation of his implementing directive, the Commissioner of Penitentiaries received a number of communications from union leaders objecting to the adoption of the new shoulder flashes. The controversy received prominent mention in the media. Two Manitoba residents objected to either wearing or using the flashes, one viewing the policy as part of the federal government promotion of bilingualism and contending that such measures were unnecessary in Western Canada. Similar objections were raised by an Albertan who also expressed her opposition to all aspects of the Government's bilingualism policy.

The Commissioner of Penitentiaries requested the opinion of the Commissioner of Official Languages concerning this matter and was advised that the adoption of bilingual shoulder flashes was held to be consistent with the spirit of the Act. The complainants were informed that the Official Languages Act created for the English and French languages equality of status and of rights and privileges as to their use in all the institutions of the Parliament and Government of Canada, the Canadian Penitentiary Service being one such institution. The objections to the adoption of the bilingual shoulder flashes did not involve a contravention of, or failure to comply with, the spirit and intent of the Act. The Commissioner further informed the complainants that his Office is particularly concerned with institutional bilingualism, which means that, so far as language of service is concerned, each federal department or agency must have a sufficient number of bilingual employees to ensure the provision of services to its public in both official languages as required by the Act. Such a policy, he added, does not, of course, necessitate all public servants at every level being or becoming bilingual, nor is there in law an obligation for any private citizen in Canada to become bilingual.

## NATIONAL PAROLE BOARD

### *File No. 521—Annual Report*

A French-speaking judge claimed that the National Parole Board sent him an English report called *Canada's Parole System*, and that he immediately returned it to the department concerned.

The Board stressed that it usually sends documents in the language used by the person requesting them, and it sent the Commissioner a copy of the French and English versions of the report. The Board added, however, that when it sends documents to a judge living in Western Canada, it usually sends an English copy unless it has reason to believe that the French version is desired.

An investigation revealed that the complaint was justified. The Commissioner informed the Board that the fact that a person has a French name, even though he may live in a largely English-speaking community, was sufficient reason for the Board to send any document to him in French. The only sure way of determining a client's preferred language, of course, is to ask him or her.

### *File No. 739—News Release in English*

The editor of a French-language weekly newspaper in Alberta complained that the Board had sent him for publication a news release written in English.

The Department of the Solicitor General stated that this was a case of pure oversight and that steps had been taken to ensure that in future all documents would be distributed to the public simultaneously in both official languages.

## STATISTICS CANADA

### *The 1971 Census and the Special Report to Parliament*

The 1971 Census questionnaire was distributed throughout Canada during the latter part of May and had to be completed and returned to Statistics Canada (then called The Dominion Bureau of Statistics—DBS) by June 1st, 1971.

During the census period, the Office of the Commissioner of Official Languages received complaints in ever-increasing numbers concerning language aspects of census procedures. The complaints were nearly all from Francophones and fell into the following categories:

1. unilingual English questionnaires distributed in many French-speaking homes;

2. unilingual English telephone service in the early stages of the Census;
3. unilingual English census representatives sent into French-speaking districts.

In all, there were 63 complaints from individuals, officially-recognized province-wide French-language associations and group spokesmen. By means of repeated checking and careful telephone verifications over several days, the Commissioner's office estimated that about 60,000 households, obviously representing many more individuals, had been affected and had their language rights in some way overlooked.

In the face of this evidence, the Commissioner considered that his statutory duty to protect language rights was clearly at stake. He was particularly concerned that penalties under the Statistics Act for non-response, despite the best efforts of the Chief Statistician and his reporting minister to reassure the public, might intimidate many citizens into renouncing in fact their language rights. He also believed that inaction on his own part might imperil the basic credibility of the Official Languages Act.

Consequently, the Commissioner decided to make a Special Report to Parliament on the taking of the 1971 Census. It was presented to Parliament on June 21, 1971, and contained, in addition to an explanatory text and exchange of correspondence between the Chief Statistician of Canada and the Commissioner, three specific recommendations:

1. that, for as long as persons still have not filled out and returned the census questionnaire, for a reason related to the status of equality of the official languages, these persons not be prosecuted under Section 29 of the Statistics Act;
2. that in future the appointment of census commissioners and the hiring and training of census representatives be carried out through procedures able to ensure that members of the public will be served in the official language of their choice;
3. that questionnaires for the decennial census and for any similar surveys be prepared in both official languages, and that a copy in English and a copy in French (or one bilingual copy) be left with each respondent so that he may choose the questionnaire he wishes to complete.

Subsequently, the Chief Statistician sent the Commissioner a detailed critique strongly contesting the aptness, timing and procedures of the Special Report to Parliament. The Commissioner found some of the Chief Statistician's comments very helpful for his future work, coming as they did from a public administrator of widely recognized experience. During this same time, the Chief Statistician and the Commissioner agreed that the Commissioner's Office should undertake, in close consultation with Statistics Canada, a special study to assist the latter in meeting the linguistic challenge of the 1976 census.

Action on recommendation (2) is not the responsibility of the Chief Statistician. Under the Statistics Act it directly concerns the Minister of Industry, Trade and Commerce, and the Commissioner hopes that he and Parliament will see to its implementation.

*File No. 253—Distribution of Anti-Quebec Literature*

An anonymous complaint was received from an employee of the Dominion Bureau of Statistics, to the effect that a Section Head was distributing to his personnel a book which the complainant believed disparaged French-Canadian aspirations and slandered the province of Quebec.

The complaint did not come within the Commissioner's jurisdiction since it did not bear any relation to the Official Languages Act.

*File No. 306—Complaints concerning the 1971 Census*

A Ukrainian complainant stated that Section 38 of the Official Languages Act had been contravened in the Federal Government census form, 1971, since the Ukrainian language had been dropped from the list of unofficial languages mentioned on the form; it had been included in the list in previous decennial census forms. The argument advanced by the complainant was that the 1971 census form abrogated the "customary right and privilege" acquired and enjoyed by the Ukrainian language in Canada in the 1961 census and those of previous decades.

The Commissioner found that the question raised did not constitute a contravention of Section 38 of the Official Languages Act, which states that: "Nothing in this Act shall be construed as derogating from or diminishing in any way any legal or customary right or privilege acquired or enjoyed either before or after the coming into force of this Act with respect to any language that is not an official language". In this case the Act was not being used to derogate the "right" referred to. The Dominion Bureau of Statistics stated that space limitations imposed by the computer input device used in processing of the questionnaires necessitated the restriction of separate marking positions to four. The four numerically largest groups in Canada at the census date—English, French, German and Italian—were therefore selected. Italian had displaced Ukrainian as the fourth largest linguistic group since the 1961 census.

Moreover, the questionnaire clearly indicated: "other: specify". Thus, persons with mother-tongues other than the four indicated on the form might report their specific language in the space provided. Such "write-in" entries would be coded and the results would be the same as if one had filled in a circle, as in the case of the four largest

linguistic groups. Separate statistics would be provided for "write-in" entries in the 1971 census publications.

The complainant was informed of the above facts. Subsequently, he wrote again to state he found the Commissioner's reply disappointing—outlining in detail his reasons for maintaining that Section 38 of the Official Languages Act had been contravened. The Commissioner replied that Section 38 had not been contravened, since the action taken by Statistics Canada was not based on the Official Languages Act. Later, the Commissioner met with the complainant at the Congress of the Canadian Ukrainian Committee in Winnipeg and exchanged views. Finally, the complainant wrote to state he was discontinuing the discussion concerning the Census of 1971 and hoped to deal with the problem in a different context.

#### *File No. 331—Translation*

A Francophone from Montreal had recently applied for a position as translator with the Federal Public Service and had been informed he failed the written tests. He accepted the verdict philosophically, having no reason to doubt that others had proven more qualified than he.

Consequently he was very surprised at the quality of the French translation of the folder concerning the census entitled *Le jour du recensement approche*. He considered the translation to be a very "free" version of the English and not a "faithful" rendering of the English text, which latter quality had been emphasized as a necessary ability to qualify for the position of translator.

Upon examination, the Commissioner could not find evidence of contravention of the Official Languages Act.

#### *File No. 383—France*

An editorial in a French-language newspaper supported a complaint of one of its readers concerning question 11 on the long census form. Question 11 omitted France as a country of origin of a person not born in Canada.

The Commissioner spoke to the editorialist by phone to explain that question 15 complemented question 11, and that when both were considered together an accurate profile was obtained of the French fact in Canada. He therefore found there was no infraction of the Act.

#### *File No. 396—In Vancouver*

An Anglophone from Quebec wrote the Commissioner concerning the provisions of the Official Languages Act and questioned minority language rights in Vancouver in the context of the decennial census.

The Commissioner replied that the decennial census is an exceptional event. It is one of the few times that the Government of Canada communicates directly with the population at large. For this reason, the mode of communication adopted is of real and symbolic importance. The Commissioner stated to the complainant his belief that, in the case of the decennial census, there was both feasibility and a significant demand for services in French at the Vancouver Office of Statistics Canada, in particular with regard to regional telephone assistance and to distribution of French-language questionnaires in well-known French-speaking areas such as nearby Maillardville.

*File No. 546—Telephone Answering Service in Winnipeg*

A Francophone alleged it was not possible to obtain service in French by telephone from the Information Office of Statistics Canada in Winnipeg.

Statistics Canada replied there were two French-speaking members on staff, but that in a small office it might not be feasible to provide service in both official languages at every moment. Nevertheless, the Chief Statistician had issued instructions to all staff answering telephones that if they received an enquiry in French to which they were unable to reply, they were to say, "Un moment, s'il vous plaît", and locate a French-speaking member of the staff.

*File No. 594—Memo Concerning Translation*

An anonymous employee of the Merchandising and Services Division of Statistics Canada forwarded to the Commissioner a copy of an internal memorandum exchanged between branch officials expressing the opinion of one official that editing instructions should not be translated into French.

Statistics Canada stated that the memorandum in question should in no way be taken to represent the linguistic policies and practices of the Merchandising and Services Division. It represented the personal views of the author on matters over which he had no administrative control. The Director General of the Economic Statistics Branch had discussed the memorandum at length with the author who agreed that in his concern with the immediate matter of resources he had not paid sufficient attention to the broader aspects of institutional bilingualism. The recommendations contained in the memorandum had not been followed by the Division.

*File No. 822—Bilingualism Policy*

An official of Statistics Canada in Ottawa wrote to the Commissioner of Official Languages to request his assistance in replying to a

letter received from a crop correspondent in Saskatchewan. The crop correspondent objected to being obliged to fill in bilingual forms and expressed his opposition to all aspects of bilingualism policy.

In reply, the Commissioner advised Statistics Canada that upon receipt of complaints of this kind, his Office's policy was to remind correspondents that the Official Languages Act, which came into force on September 7, 1969, created for the English and French languages equality of status and rights and privileges as to their use in all the institutions of the Parliament and Government of Canada. He emphasized that his Office is particularly concerned with institutional bilingualism. This means that, so far as language of service is concerned, each federal government office must have a sufficient number of bilingual employees to ensure the provision of service to its public in both official languages as required by the Act. Such a policy does not, of course, necessitate all public servants at every level being or becoming bilingual. Similarly, there is no federal law which obliges any private citizen in Canada to become bilingual.

## SUPPLY AND SERVICES

### *File No. 93—"Optimum"*

The complainant pointed out that the brochure advertising the magazine *Optimum* of the Bureau of Management Consulting was not completely bilingual.

The investigation revealed that this error was the result of a misunderstanding concerning the translation and printing of the pamphlet. Since the brochure was no longer being used, the Commissioner decided not to pursue his inquiry.

### *File No. 175—Systems and Data Processing Branch*

A French-speaking correspondent criticized the Systems and Data Processing Branch for not being able to answer telephone calls in French and for not issuing memoranda in this language.

The Department emphasized that there had been a misunderstanding about the regulations concerning translation and that these difficulties had been ironed out. Bilingual switchboard operators answer telephone calls and refer them to employees capable of answering in the language of the person requesting the information.

### *File No. 178—Translation of a Manual*

A French-speaking correspondent pointed out that there is no French version of the "Treasury Manual of Financial Authorities and

Procedures” and stated that if French-speaking public servants are to be placed on a more equal footing with their English-speaking colleagues, there was an urgent need for this publication to be available in French.

The Department admitted that such was the case and approached the Secretary of State’s Department to have the manual translated. All the amendments published since October 1970 have been translated, and the translation of the entire manual—more than 2,000 pages—was to have been finished sometime in 1972.

*File No. 228—A Bilingual Proofreader?*

The complainant alleged that he was “rejected from a position” at the Printing Bureau seemingly because he was not fully bilingual. He maintained that the position for which he applied, that of proofreader, should not be bilingual, because of the inherent loss of quality when a person proofreads copy in his second language.

Investigation disclosed that the position applied for had been advertised in various French and English newspapers by the Public Service Commission. Ninety-eight applications for the proofreader competition were submitted, of which 76 were rejected for various reasons, such as not possessing the necessary qualifications or not possessing them to a sufficient degree. Each candidate was examined in the language of his choice and applicants were evaluated on the basis of criteria which had nothing to do with bilingualism as none of the positions being filled had been declared as bilingual positions. The complainant was so advised.

*File No. 573—Central Travel Service*

A Francophone alleged that he had been unable to obtain service in French from the Government Central Travel Service in Ottawa, even though he attempted more than once during the afternoon to speak to a bilingual or francophone operator. Either the bilingual operators were all busy or otherwise unavailable.

The Department replied that it handled approximately 600 requests every day and it was the first time it had ever received such a complaint. The Department requested additional information in order to be able to take whatever corrective measures might be needed. The complainant did not see fit to comply with the request for more precise details and the case was closed.

*File No. 597—Reply in English to a Letter in French*

A French-speaking Quebecer criticized the Department for having replied in English to a letter he had written in French.

The Department stated that it followed the principle of replying to every correspondent in the language he used, and that this instance was the result of an administrative error. The Department apologized to the complainant in writing and told him that it had taken the necessary steps to ensure that such an incident would not occur again.

## TRANSPORT

### *File No. 47—Cruise Boats*

A complainant stated that English was the only language used on the cruise boats operated in Ottawa by Paul's Boat Lines Ltd., and that both the information given to tourists and the posters were in English only.

The Commissioner brought this matter to the attention of the Ministry, from which the company leases a mooring on the east bank of the Rideau Canal, where passengers embark. The lease does not contain a clause covering bilingualism, but Article 3 does specify that the lessee should abide by municipal or other laws and regulations which might apply to the premises leased.

The Ministry therefore discussed the problem with the Company's representatives, who agreed to ensure that in future posters and brochures would be printed in the two official languages and that information given to the public by guides would be in both English and French. Posters will be used to inform the public that they have a choice. Passengers need only indicate their language preference when embarking. The Ministry also informed the Commissioner of its decision to include a clause on the need to provide services in both official languages when the company's lease comes up for renewal in 1974.

### *File No. 107—Winnipeg Airport*

The complainant sent a "letter to the editor" clipping that had appeared in the *Winnipeg Free Press*. The letter referred to the very poor quality of French heard over the loudspeakers at Winnipeg International Airport. The Commissioner's Office conducted a special study which produced the following information:

1. Public announcements at Winnipeg Airport are made by individual airlines, except for the rare announcements of the Ministry of Transport.
2. The persons making announcements are not federal public servants, but personnel of Air Canada, a Crown corporation, subject to the Official Languages Act.

3. Most public announcements are made in English and French by the same person at Air Canada. All other airlines make announcements in English only. Not all announcements by Air Canada are made in both languages.

4. The calibre of French was generally good.

5. There was no appreciable delay between announcements in English and French.

No further action was taken concerning this matter pending a more exhaustive study of MOT Airports throughout Canada.

*File No. 185—Dorval Airport*

The complainant alleged that on several occasions he had to oblige the chauffeurs of the Murray Hill Limousine Service Ltd. in Montreal to speak French, and that on one occasion he was told he was a separatist and was threatened with expulsion from the limousine for refusing to deal with the chauffeur in English concerning the fare.

The Ministry and the President of Murray Hill Limousine Service Ltd. wanted more details of the alleged incidents in order to be able to identify the chauffeurs concerned and take the necessary disciplinary action.

Despite several attempts to obtain the required information from the complainant, no reply was forthcoming. The file was therefore closed.

*File No. 221—Radio Operator Training Centre*

A former student of the Radio Operator Training Centre at Up-lands complained that the school's sole language of instruction is English. The school is part of the Air Services Training School, operated by the Ministry of Transport.

Investigation of the complaint revealed that courses were given in English, examinations held in English and documentation relative to courses was available only in English, except in the case of meteorology, though a knowledge of English was also required for admittance to the latter course.

The Commissioner pointed out to the Ministry that this situation ran counter to the provisions and spirit of the Act and that the principle of equal status for both official languages was not being observed. In view of the fact that radio operators generally work in English and that it was therefore desirable for French-speaking students to have a thorough knowledge of their profession in English, the Commissioner made the following recommendations to the Ministry:

1. that documentation relative to courses be made available to students in both official languages;

2. that explanations about courses given in English be made available in French;
3. that examinations be held in both languages and that students be permitted to answer in the language of their choice;
4. that the possibility be studied of recruiting unilingual French-speaking students, who would then be taught English.

The Ministry considered the Commissioner's recommendations and several months later submitted to him the following progress report :

1. The manual on meteorological observations was now available in French. Translation of the other reference manuals, lecture notes and various brochures was under way, but progress in this area had been slower than expected because of the need to revise the original text so as to include technological advances. The translation had to be done by the teachers themselves and not by the Translation Bureau. Additional funds had therefore been obtained from Treasury Board in order to hire two persons to help complete the project.

2. At the time of writing two of the seven teachers were bilingual; two other bilingual teachers had been hired and were to take up their appointments, one on April 1, the other shortly after.

3. All examination questions on meteorology were now available in both official languages. The questions on the other subjects were now being revised and it was hoped that they would soon be ready for presentation to students in bilingual form.

4. The Ministry believed that it would not be very practical to recruit unilingual French-speaking students because the school only had a limited bilingual capacity and because the duration of the radio operators' course was too short for language courses to be given at the same time. It added that in addition to the English course for French-speaking persons there should be a corresponding French programme for English-speaking persons which would require expenditures that it could not consider at the time. The Commissioner answered this assertion by stating that as far as the school's entrance requirements were concerned, the two official languages were not on an equal footing and that English courses for French-speaking persons were needed only because of the school's "limited bilingual capacity", in order to enable French students to take courses that were offered only in English. It remained to be seen why English courses for French-speaking persons should necessarily involve the establishment of French courses for English-speaking persons. The Commissioner therefore invited the Ministry to review its decision on the matter and to consider the possibility of recruiting unilingual French-speaking students and giving them courses in English.

The Ministry replied to the Commissioner that in view of this recommendation the possibility of providing English courses for French-speaking persons would be given further study.

*File No. 231—Competition Poster*

The complainant stated that a competition circular for a position made no mention of language knowledge necessary for the post. He believed the position required the knowledge and use of the two official languages in order to deal with the public, and stated that such knowledge should have been included as an "essential qualification".

The Ministry explained that before advertising the position the question of language requirements had been considered and the decision made that, because the duties of the position were unique and the public to be served consisted mainly of national and international agencies in which the main language is English, proficiency in the use of the English language only would be required. Additionally, if there was an occasional need for the use of French, the Ministry felt it could be met from existing bilingual capacity within the organizations involved. In any case, since the circular was silent on language requirements, bilingual candidates could apply as freely as others.

This case was a matter of the Ministry exercising its legal prerogative to determine the linguistic requirements of each position, and deciding that in the field of aviation the predominant language of work is English. The complainant was so informed.

Some time later the complainant wrote again to state his disagreement with the Ministry's explanation. He continued to believe firmly the position should have been designated as bilingual because of the nature of the work and its contact with the public. Consequently, an interview took place with the Director of Personnel for Air to obtain more precise details and review the situation. The complainant had himself been in direct communication with the Ministry.

It was ascertained that the position was of a unique character, located at headquarters in Ottawa, and that the incumbent dealt only with national and international organizations that did not require contacts with the public on either an individual or regional basis.

The Commissioner concluded there had been no infraction of the Official Languages Act.

*File No. 261—Halifax Office*

The director of a continuing education service in Quebec City responsible for navigation courses administered by the Ministry which come under the jurisdiction of the Halifax regional office, complained

that he was unable to communicate with that office in French. He also reproached the office with not providing the services of an examiner who could speak French.

The Ministry replied that there was a bilingual examiner at the Montreal office who visited the regions twice a year. He was able to question students in both official languages. The documentation needed for the exams was also available in English and French.

As a result of the Commissioner's intervention and in order to ensure the provision of bilingual services, thus alleviating the difficulties encountered by the complainant, the Ministry decided that in future the Montreal regional office would administer examinations for captains and officers in the region concerned, and informed the complainant of this decision.

#### *File No. 319—Registry of Shipping*

The complainant drew the Commissioner's attention to the fact that Form No. 9 for the registration of ships was not available in French.

The Ministry explained to the Commissioner that under the terms of the present maritime transport agreement between Commonwealth countries, the registration of ships was a matter of interest to the entire Commonwealth. The Canadian authorities had responsibilities towards member countries, and particularly to the British Shipping Registry, to which copies of Canadian certificates were sent. Indeed, the documents should be designated as Commonwealth, rather than Canadian.

Ten years ago the Ministry decided to print all its registration and licensing forms in both official languages. The only exception was Form No. 9, since, according to the Ministry, ship owners did not require it, and also because it was not intended for use by the public. Nevertheless, the Ministry reviewed the matter and decided to have the form printed in both official languages.

#### *File No. 474—Language Courses*

A French-speaking public servant in Montreal complained that the Ministry did not allow him to take English courses offered by the Public Service Commission.

The Commissioner informed the complainant that he had no authority to deal with the selection of candidates for language courses. He referred the complainant to the Ministry's bilingualism adviser.

#### *File Nos. 377 and 488—Letters in English*

A French-speaking person received a form letter and a card in English from the Ministry's Marine Transportation Administration. A

French-speaking resident of the Magdalen Islands received a letter and a statement of account written in English.

The Ministry regretted these errors and took appropriate steps to ensure that such incidents would not happen again.

*File No. 505—Offer of Employment*

An offer of employment by the Department, published in *La Presse* on October 26 and headed SHIP'S PILOT, contained a number of errors.

The Department told the Commissioner that because of the insufficient number of pilots on the St. Lawrence Seaway and the Great Lakes, the movement of ships had reached saturation point. As a result it had decided to hire additional pilots and, pressed by events, had acted hurriedly. The Department would make an effort to ensure that such texts were of high quality in future.

The Commissioner conveyed this information to the complainant.

*File No. 523—Saskatoon Airport*

A Francophone alleged that all Ministry of Transport signs at the Saskatoon Airport were in English only and he considered this "inconceivable" in a country where the French fact (according to federal government policy) should be recognized from ocean to ocean, and not merely in Eastern Canada.

The Commissioner nevertheless recommended that all signs identifying Saskatoon Airport, whether outside or inside the building, do so in both official languages.

*File No. 527—Moncton Airport*

The complainant stated that on his arrival at Moncton Airport he was astonished to see a sign bearing the inscription "*FUMER INTERDIT*". He asked the Commissioner whether special attention could not be paid to signs of this type to improve the quality of the French.

The Department reported that three such signs existed at Moncton and that the necessary steps had been taken to replace them with new ones bearing the words: DÉFENSE DE FUMER.

*File No. 550—Advertising in French-Language Newspapers*

The complainant sent the Commissioner clippings of advertisements published by the Department in a Winnipeg English-language daily. He claimed that these advertisements had appeared in Winnipeg English-

language newspapers only and that apparently it was necessary to subscribe to an English-language newspaper in order to keep informed of the activities of federal institutions.

In response to this complaint, the Department issued new instructions requiring that advertisements concerning contracts—which were the example cited by the complainant—be published in French-language weeklies in regions where there were no dailies. Since, from time to time, the Department may have occasion to publish announcements for other purposes, the Commissioner recommended that this principle be applied to notices of all types.

*File No. 559—"Transport Canada"*

Two Montrealers drew attention to the poor quality of the French in the September/October, 1971, issue of *Transport Canada*.

The Department informed the Commissioner that it attached great importance to the general presentation of this publication and assured him that it would make every possible effort to improve the quality of the articles written in French.

*File No. 579—Student Pilot's Permit*

A French-speaking Montrealer complained that the Department had issued him a student pilot's permit in English.

The Commissioner reminded the Department of its obligation under the Official Languages Act in regard to the provision of services to the public. The Department admitted that not only was the permit in question not available in French, but that the same situation prevailed for the 38 forms concerning pilots' licences. However, translation was in progress and in future the forms would appear in a bilingual format or in two versions. Priority had been given to the permit which was the subject of the complaint.

*File No. 595—Sept-Îles*

An anglophone employee of the Ministry at Sept-Îles, Quebec, complained that he and two other employees of the Marine/Aeradio operation were English-speaking only, and therefore could not provide service to all vessels, some of them being manned by unilingual French-speaking crews. The complainant had requested French-language courses but had been refused.

The station at Sept-Îles was manned by 11 persons, 8 of whom were fluently bilingual and all of the shifts included at least one bilin-

gual member so that there was bilingual capability at all times. Moreover, three additional employees, all bilingual, were shortly to be added to the Sept-Îles station.

No government language course, or government-approved course, was available at Sept-Îles, and the Official Languages Act does not deal directly with language training. However, the Ministry, at the urging of the Commissioner, decided to investigate the possibility of making arrangements with a major corporation in the area of Sept-Îles, so that the three unilingual employees might receive language training.

#### *File No. 611—Commissionaires*

The complainant stated that the commissionaires employed by the Department were not bilingual and could not provide service in French.

The Department pointed out that it employed twelve full-time commissionaires. Six of these were bilingual and two others had a sufficient knowledge of French to be able to answer questions put to them in French. The Department stressed that difficulties were caused by vacations, sick leave and recruiting problems experienced by the Corps of Commissionaires. However, despite these complications, it would insist that there always be at least one bilingual commissionaire at the reception desk.

The Commissioner transmitted this information to the complainant.

#### *File Nos. 699 and 700—Board of Steamship Inspection*

The Commissioner requested that the Chairman of the Board of Steamship Inspection advise him of complaints received by the Department. The Chairman subsequently forwarded two complaints which he had received concerning the circulation of unilingual French documents to the public, and copies of his replies. Actually, he had distributed separate English and French versions to the companies concerned, with only a two-week time-lapse between the two versions. Moreover, the English version had been dispatched first.

The Commissioner advised the Chairman that his policy of issuing all documents in separate versions in both official languages conformed to the requirements of the Official Languages Act.

#### *File No. 734—Competition Notice*

The complainant criticized the Department for requiring a knowledge of English only for the position of specialist, Air Carrier Inspection, Civil Aeronautics Branch. He also claimed that the competition notice was available only in English.

The Department explained that because of the nature of the position, the Civil Aeronautics Branch had initially not required a knowledge of French as a basic qualification for the competition in question. The successful candidates had to undergo a training period of at least a year in Ottawa and be prepared for assignment to one of the six regional offices. Since some candidates could be appointed to the Quebec regional office, where they would need to have a good knowledge of French, the Civil Aeronautics Branch had reversed its decision and had decided to make knowledge of both official languages a prerequisite for certain positions. It had had the competition notice, originally drawn up in English only, translated, and had set a new deadline for the submission of applications.

The Commissioner recommended that the Department post its competition notices in French and English in the National Capital Region, in bilingual districts when declared, and in other areas where it was possible to do so and where there was a significant demand.

## TREASURY BOARD

### *File No. 530—Legality of Bilingual Publication*

The complainant objected to Treasury Board printing a booklet entitled "How YOUR Tax Dollar is Spent", in both English and French. He considered this procedure to be a waste of money and effort, and to be illegal.

The Commissioner advised the complainant that the Official Languages Act had never been held to be "illegal" and that federal government departments had to comply with its provisions. The Treasury Board was clearly doing so in this case.

The Commissioner also sent a copy of his annual report to assist the complainant in understanding the spirit, intent and implementation of the Act.

## UNEMPLOYMENT INSURANCE COMMISSION

### *File No. 375—Memorandum in English*

A public servant stated that the Unemployment Insurance Commission had issued a memorandum for its employees in English only.

The Commission had published the memorandum in both languages, using the "tumble" format. However, only the English version had been copied and distributed. The Commission regretted the error and promised to rectify the situation.

*File No. 415—Personnel*

Solicitors from New Westminster, B.C., sent us a copy of their letter to the Unemployment Insurance Commission concerning the dismissal of one of its employees.

A lady, employed in the Records Department, was laid off from her job and was advised by her Supervisor that she was not suitable because of her French-Canadian accent, if she had to answer the telephone.

Before an investigation was launched, the Commission rehired the lady.

*File No. 426—Winnipeg*

A French-speaking person stated that no one at the Unemployment Insurance Commission office in Winnipeg was able to answer the telephone or give information in French.

When the complainant had telephoned, there were two vacancies in the information service in the Commission's Winnipeg office. Moreover, proclamation of the new Unemployment Insurance Act had necessitated a great many administrative changes which may have hindered the efficiency of the service. The Commissioner recommended that the necessary steps be taken so that the public using the office may be served in both official languages at all times in accordance with the requirements of the Official Languages Act.

*File No. 487—Bathurst*

The complainant criticized the Bathurst Unemployment Insurance Commission office for sending him a questionnaire written in English only. The purpose of this document was to test the effectiveness of an advertisement published in August in *Weekend Magazine* and the *Star Weekly*.

The Commission informed the Commissioner that its Bathurst office had ten employees, nine of whom were bilingual. The problem arose at another level—the Public Relations Service, Atlantic Region, in Moncton. In order to remedy the situation the Commission decided to create a position of bilingual assistant to the Regional Director of Public Relations. Finally, it assured the Commissioner that in future any distribution of questionnaires would be in accordance with the requirements of the Official Languages Act.

*File No. 514—Publicity*

A Francophone criticized the Unemployment Insurance Commission for advertising in Manitoba in English-language daily newspapers

only. He wanted to be able to obtain information on the activities of federal agencies through the French-language media and requested that, in regions in which there are no French-language dailies, the agencies use the French-language weeklies.

The Commission informed the Commissioner that, following his intervention, it had informed the French-language media in Manitoba of its intention to advertise through them, beginning in January 1972.

#### *File No. 682—Saint-Boniface*

The complainant reproached the Unemployment Insurance Office in Saint-Boniface with not serving the public in the official language of their choice.

The Unemployment Insurance Commission informed the Commissioner that the office in question had been closed to the general public since June 1971 and that it had not judged it necessary to have an employee available at all times who could provide service in both official languages. However, since the employees who worked there could be required on occasion to serve the public, the Commissioner reminded the Commission of its obligation to provide such service in both official languages. The Commission therefore decided to appoint a bilingual employee capable of handling all requests for information.

## VETERANS AFFAIRS

#### *File No. 619—Annual Report*

A French-speaking veteran received an annual report in English from the Department of Veterans' Affairs.

Since the Department possessed little information about the complaint, it could not provide an explanation. However, it assured the Commissioner that its practice is to send documents in the official language of the correspondent. The Commissioner sent a copy of the French-language version of the report to the complainant.

#### *2. Complaints not Admissible*

## BILINGUALISM POLICY

During the year, the Commissioner received a large number of communications concerning different aspects of the Government's bilingualism policy. Many correspondents voiced complaints of a very general nature, or were simply opposed to any extension of the use of French. Some argued that bilingualism was impractical in the West,

maintaining that those who learnt French soon forgot it as they seldom had occasion to speak the language. Others objected to any measures which seemed likely to threaten the position of English in the business world.

In his replies, the Commissioner advised each one that the Official Languages Act, which came into force on September 7, 1969, created for the English and French languages equality of status and of rights and privileges as to their use in all the institutions of the Parliament and Government of Canada. He went on to explain that his Office was particularly interested in the progress of *institutional* bilingualism, which means that, so far as language of service is concerned, the Federal Government must ensure provision of service to the public in both official languages as required by the Act. Such a policy does not necessitate all public servants at all levels being or becoming bilingual. Nor is there any federal statute obliging a private citizen in Canada to become bilingual.

### *Requests for Advice and Assistance*

The Commissioner received a number of specific requests for advice and assistance. A pharmaceutical firm in Ontario asked for help in standardizing English spelling. Although this did not fall within the Commissioner's jurisdiction, he was able to provide the information that there was no universally accepted standard for English orthography in Canada and to send the enquirer a note from a Canadian dictionary summarizing preferred practices. On another occasion, he offered to help an association for the advancement of French by forwarding its request for assistance to the appropriate provincial authorities, if authorized in writing to do so. The Commissioner passed on requests for more televised language courses to the competent authorities, namely the Secretary of State and the President of the CBC.

### *Language Precedence*

Asked which language should have precedence in bilingual texts, the Commissioner pointed out that the Act stipulated that federal government publications directed to the public must be available in both English and French. It is for the Government to devise bilingual formats which conform with the Act. The use of bilingual labels by private firms and their internal language policies do not come within the jurisdiction of the Official Languages Commissioner.

### *Language of Work*

Several complaints alleging discrimination in hiring practices in the Public Service were outside the scope of the Act or were anonymous

and could not be followed up. In his replies, the Commissioner emphasized that the Act was concerned with bilingualism of institutions, not individuals. At the time, the initial determination of linguistic requirements for federal Public Service positions was the joint responsibility of the Public Service Commission and of the department involved. (It is now the joint responsibility of the Treasury Board and the department involved.) The Commissioner has on a number of occasions privately and publicly urged that full account be taken of the human factor in formulating staffing policies to meet the requirements of the Official Languages Act.

### *Language of Service*

The Commissioner received complaints that some anglophone members of the public were sent government forms in French, that public servants in Quebec had been directed to correspond with Ottawa entirely in French, that a Member of Parliament sent his constituents a pamphlet in Italian. These turned out to be misunderstandings or minor administrative errors which could be readily corrected. Other correspondents suggested ways of improving services in French in the Maritimes or took issue with the Commissioner's insistence that there should be bilingual services at Toronto International Airport. These suggestions and expressions of opinion did not constitute formal complaints.

## EDUCATION

The Commissioner received several complaints and enquiries dealing with second-language teaching or some other aspect of education. Although he could not take official action since education is a provincial responsibility, he was able to refer correspondents to the proper authorities or help on an informal basis.

Typical examples of such enquiries are a request for assistance in providing second-language education facilities in the correspondents' locality; a student wanting a grant to do a French course abroad; an official in the Saskatchewan Department of Public Health seeking funds to provide libraries with books on psychiatry in French, and a Saskatchewan Francophone at a Manitoba university asking for federal assistance as he failed to meet residence requirements for a scholarship in either province. In each of these cases, the Commissioner advised the correspondents to write to the provincial Minister of Education.

Other correspondence concerned the curriculum and teachers of courses taught in French in Alberta schools; the lack of bilingual staff

in a Toronto training school to which unilingual French-speaking children had been assigned, and the difficulty which a Toronto resident said she had in enrolling her English-speaking children in French-speaking schools in Toronto and Montreal.

A number of correspondents wanted information on the distribution of federal funds for second-language teaching. They were advised to write to the provincial Minister of Education or the Director of the Language Administration Branch of the Department of the Secretary of State in Ottawa.

## PRIVATE FIRMS

During 1971-72 the Commissioner received several complaints involving private firms. The Official Languages Act does not give him power to investigate such complaints, except those dealing with certain firms holding concessions or contracts with the Federal Government. He informed the correspondents of this fact, reminding them that his activities were limited to the federal sector. Nevertheless, whenever he considered it useful and possible, the Commissioner with the written permission of the complainants brought these complaints unofficially to the attention of the authorities concerned.

The largest category of these complaints dealt with lack of service and of signs and notices in French, or with the quality of the French used. For example, a French-speaking Quebecer wishing to buy a book from a private company in his province was not able to make his request in French as the sales clerk spoke only English. In this and similar cases, the Quebec Language Commissioner was able to provide valuable assistance. In Manitoba, a French-speaking person who wrote to a local newspaper in French received a discourteous reply in German. A Toronto moving company required a French-speaking client to submit his claims in English. A French-speaker who got paint on her coat and gloves raised the matter of English only "Wet Paint" signs. An Edmonton hockey fan was upset that the national anthem is sung in both official languages only in the Montreal Forum. English speakers complained of cases where services in English were lacking: an Ottawa resident stated that when his daughter wrote to a Quebec French-language university, she received information material entirely in French; a newcomer to Ottawa was surprised to find that some English or French films were shown in local cinemas with no subtitles.

The Commissioner also received complaints about product labeling. Complaints from Quebec were relayed to the Service de la loyauté des ventes (Fair Sales Practices Service), 200, chemin Sainte-Foy,

Quebec City, and those from other provinces were sent to the Consumer Services Branch of the Consumer and Corporate Affairs Department, 219 Laurier Avenue West, Ottawa.

## PROVINCES

The Commissioner received a number of complaints against provincial institutions or services. As the questions raised were not within his jurisdiction, he brought them to the attention of the provincial authorities when an opportunity presented itself.

### *New Brunswick—File Nos. 431 and 889*

- A French-speaking visitor to Parlee Beach in Shediac was given a leaflet containing information and advice on safety which was in English only.

- A delegation of French-speakers from Moncton invited the Commissioner during his visit there to help the city's French-speaking population to obtain municipal services in French.

### *Quebec—File Nos. 201, 299, 457, 581, 645, 724, 732*

- A French-speaking lady from Montreal told the Commissioner that she had received a summons in English from the Provincial Court in Montreal. A court employee had told her that there was not enough time for him to send her a French copy of the summons.

- An Anglophone from the Province of Quebec sent a form, having considerable writing on both sides, which was unilingually French. The form was issued by the Department of Transport of the Quebec Government, and only the stub end stated in English, "Defensive Driving Courses available in English. Please use this return card." The complainant could not read French and wondered if those two lines in English could outline what the form contained.

- An English-speaking person expressed her disapproval of the fact that the signs located at the entrance of a small town in the Gaspé peninsula had been changed from Black Cape to Cap Noir.

- An employee of the Quebec Government complained that he had been unable to obtain application for employment forms in English from the Quebec Civil Service Department.

- An Anglophone complained that he had received answers in French to correspondence in English addressed to members of the Quebec Government. He also took exception to the printing of instructions in French by a toy manufacturer in Quebec.

- An anglophone lady who moved to Quebec in 1969 complained of the anti-English attitude that she encountered in many areas in her daily outings—in the shops in the suburbs, with mail order clerks, etc.

- An English-speaking Manitoban voiced his objection to a 1970 Quebec law which requires that non-Canadians seeking admission to professional corporations in the province of Quebec must have a working knowledge of the French language. The complainant believed that any person coming to Canada should have a free choice of the official language in which he wished to work.

The Commissioner was able to refer most of these complaints to the Commissioner of Languages for Quebec, Mr. Ernest Pallascio-Morin, 212 St. Lawrence Blvd., Montreal 125.

*Ontario—File Nos. 205, 409, 506, 576, 614, 918—Summonses*

Since the opening of his office, the Commissioner has received several complaints decrying the practice whereby summonses issued to Francophones by the judicial services of the Province of Ontario in Ottawa, resulting from contraventions of traffic or property trespass regulations of the Federal Government or other federal institutions or agencies, are delivered exclusively in the English language. Because it is usually the agency which issues summonses, the Royal Canadian Mounted Police is often accused of following a practice which is allegedly contrary to the spirit and intent of the Official Languages Act.

Since the administration of justice in Canada comes under provincial jurisdiction, the Commissioner brought the matter of the issuance of such summonses in the Ottawa area to the attention of the appropriate official of the Government of Ontario. In reply, he was informed that, at present, all writs, pleadings and proceedings must be in the English language according to Section 127 of the *Judicature Act* (RSO 1970). Nonetheless, as a means of ensuring that French-speaking residents of the province are made aware of the content of the summonses served on them, these are now issued in the united counties of Prescott and Russell with a French-language information sticker attached. The Commissioner was further informed that this practice is to be extended to the National Capital Region in the summer of 1972 and progressively to other major areas of French-speaking population in Ontario.

*File Nos. 433 and 885*

- A French speaker expressed his surprise at receiving from the Ontario Department of Labour a letter in French accompanied by documentation in English.

- A French-speaking correspondent from Welland asked the Commissioner if she could obtain service in French at the city's motor vehicles licence bureau.

*Saskatchewan—File No. 348*

A French speaker deplored the fact that the tourist centre at Gardiner Dam, Diefenbaker Lake, does not offer services in French to tourists.

*Alberta—File No. 837*

A French-speaking Albertan criticized the province's government agencies for not providing services in both official languages.

*British Columbia—File No. 725*

A French-speaking resident of Vancouver stated that he had failed his driving licence examination because he did not understand English well enough.

*Trans-Canada Highway—File No. 192*

An Anglophone from the Province of Quebec asked if the Official Languages Act could be used to impose the erection of signs in both official languages, for the benefit of the travelling public, along the Trans-Canada Highway; he cited Quebec and New Brunswick as examples of provinces where bilingual signs would be useful.

While it is true that over fifty per cent of the cost of construction of the Trans-Canada Highway is borne by the Federal Government, the agreement provides that the responsibility for directional signs belongs specifically to each province.

## PUBLIC SERVICE ALLIANCE

*File Nos. 374 and 518—Distribution of Publications*

- A Francophone received an English-language version of a pamphlet issued by the Public Service Alliance.

- An anglophone public servant asked the Public Service Alliance for five English-language copies of the collective agreement for the ST category. The correspondent's Alliance representative allegedly provided only one copy, stating that additional copies in English were not available.

In each of these cases the Commissioner advised the correspondent that since the Public Service Alliance is not an institution of the Parlia-

ment or Government of Canada he had no authority to take any official action. He did however draw these questions to the attention of the Alliance's management on an unofficial basis. The Alliance took appropriate corrective action in all cases.

## TELEPHONE SERVICES

A number of correspondents complained of being unable to obtain telephone services in French.

Some complaints concerned the fact that in some telephone directories government agencies are listed in English only. The Commissioner asked the agencies concerned to have these entries made bilingual.

Other cases involved telephone companies. The Commissioner is not authorized to investigate these complaints; where possible he sent them on to the appropriate authorities.

- For example, a French-speaking resident of New Brunswick was not able to obtain information services in French from the New Brunswick Telephone Company. The complainant had also sent copies of his letter to the Ombudsman and to the telephone company; the Commissioner suggested that it might be useful to communicate with the province's public utilities commission.

- An Anglophone from Oakville (Ontario) alleged that he was unable to obtain telephone service in French in Sudbury. The Commissioner brought this case to the attention of Bell Canada.

- Two French-speaking Albertans complained that Alberta Government Telephones offers service only in English. The Commissioner transferred these complaints to the Alberta Ombudsman.

- A Francophone from Vancouver complained that he could not obtain service in French from the British Columbia Telephone Company. The Commissioner offered to refer this matter to the President of the B.C. Telephone Company, but the complainant did not avail himself of this offer.

\* \* \* \*

Above lie more details than most might wish to know,  
But from such humble matters some reforms may grow;  
At least, the discontents of each aggrieved voice  
Seem best expressed in "Stately" language of one's choice . . .



dans l'intérêt de tous les voyageurs; le Québec et le Nouveau-Brunswick sont deux des provinces où, à son avis, des panneaux bilingues seraient utiles.

Bien que les travaux de construction de la Transcanadienne soient financés à 50 p. 100 par le gouvernement fédéral, l'accord conclu avec les provinces prévoit que la signalisation relève directement de chacune d'entre elles.

## TELEPHONE

Plusieurs correspondants se sont plaints de l'absence de services téléphoniques en français.

Certains griefs portaient sur l'inscription en anglais seulement des organismes fédéraux dans certains annuaires. Le Commissaire a demandé aux organismes intéressés de prendre les dispositions nécessaires pour rendre bilingues ces inscriptions.

D'autres griefs mettaient en cause des sociétés de téléphone. Le Commissaire n'étant pas habilité à instruire ces plaintes, il a fait, lorsque c'était possible, des renvois aux autorités appropriées.

Par exemple, un francophone du Nouveau-Brunswick n'a pu obtenir de services de renseignements en français de la Compagnie de Téléphone du Nouveau-Brunswick. Le plaignant ayant envoyé copie de sa lettre à l'Ombudsman et à la Compagnie de Téléphone du Nouveau-Brunswick, le Commissaire lui a indiqué qu'il serait utile aussi de communiquer avec la Commission des services d'utilité publique de cette province.

• Un anglophone d'Oakville (Ontario) prétend n'avoir pu obtenir de service téléphonique en français à Sudbury. Le Commissaire a porté ce cas à l'attention de Bell Canada.

• Deux Franco-albertains se sont plaints de l'unilinguisme anglais des services offerts par l'Agence Alberta Government Telephone. Le Commissaire a transmis ces plaintes à l'Ombudsman de l'Alberta.

• Un francophone de Vancouver se plaint de n'avoir pu se faire servir en français par la British Columbia Telephone Company. Le Commissaire a proposé de soumettre ce cas au président de la compagnie, mais le plaignant n'a pas donné suite à cette offre.

\* \* \* \*

Voilà luxe de faits, et réformes parfois;  
On trouve, tout le moins, dans chacune des voix  
Le vœu de faire plainte en langue de son choix. . . .

Étant donné que l'administration de la justice au Canada incombe aux provinces, le Commissaire a porté cette question à l'attention du représentant du gouvernement ontarien compétent en la matière. Ce dernier lui a répondu que, pour le moment, tous les actes judiciaires, déclarations ou conclusions écrites et procès-verbaux devaient être rédigés en anglais conformément à l'article 127 de la *Judicature Act* (RSO 1970). Néanmoins, afin que les francophones domiciliés dans la province puissent saisir la teneur des sommations qu'ils reçoivent, ces dernières sont maintenant accompagnées, dans les comtés de Prescott et Russell, d'un papillon explicatif en français. Le Commissaire a appris en outre que cette mesure s'appliquerait également à la région de la capitale nationale dans le courant de l'été 1972 et peu à peu aux autres régions de l'Ontario à forte concentration francophone.

*Dossiers nos 433 et 885*

- Un francophone a exprimé sa surprise de recevoir du ministère du Travail de l'Ontario une lettre en français accompagnée d'une documentation en anglais.

- Une francophone de Welland demande au Commissaire si elle peut recevoir des services en français au bureau des véhicules automobiles de cette ville.

*Saskatchewan — Dossier n° 348*

Un francophone déplore que le Centre touristique du barrage Gardiner, Lac Diefenbaker, n'offre pas des services en français aux touristes.

*Alberta — Dossier n° 837*

Un francophone de l'Alberta reproche à des organismes du gouvernement de cette province de ne pas offrir des services dans les deux langues officielles.

*Colombie-Britannique — Dossier n° 725*

Un francophone habitant Vancouver déclare avoir raté l'examen qu'il lui fallait subir pour obtenir son permis de conduire parce qu'il ne comprenait pas suffisamment l'anglais.

*La Transcanadienne — Dossier n° 192*

Un anglophone domicilié au Québec demande si l'on pourrait invoquer la Loi sur les langues officielles pour rendre obligatoire l'érection de panneaux de signalisation bilingues le long de la Transcanadienne,

• Un anglophone domicilié au Québec envoie un formulaire imprimé recto verso en français seulement. Ce formulaire est publié par le ministère des Transports du Québec et c'est seulement sur le talon qu'on peut lire en anglais : « Defensive Driving Courses available in English. Please use this return card ». Le plaignant, qui ne lit pas le français, se demande si ces deux lignes résument la teneur du formulaire.

• Un anglophone s'élève contre le fait qu'on ait remplacé Black Cape par Cap noir sur les panneaux situés à l'entrée d'une petite localité de Gaspésie.

• Un fonctionnaire au service du gouvernement du Québec se plaint de n'avoir pu obtenir de formules de demande d'emploi en anglais du ministère de la Fonction publique du Québec.

• Un anglophone se plaint que des membres du gouvernement du Québec, à qui il avait écrit en anglais, lui aient répondu en français. Il s'indigne également de ce qu'un fabricant de jouets québécois donne le mode d'emploi de ses produits en français.

• Une anglophone, établie au Québec depuis 1969, se plaint des réactions anti-anglaises dont elle a été l'objet, lors de ses promenades quotidiennes, dans les boutiques de la banlieue et de la part des préposés aux commandes par correspondance.

• Un anglophone du Manitoba s'élève contre une loi votée en 1970 par le Québec qui exige que les non-Canadiens cherchant à entrer dans une association professionnelle de la province de Québec possèdent une connaissance pratique du français. Le plaignant estime que toute personne venant au Canada devrait être libre de choisir la langue officielle dans laquelle elle désire travailler.

Le Commissaire a pu porter la plupart de ces plaintes à l'attention du Commissaire aux langues pour le Québec, M. Ernest Pallascio-Morin, 212, boul. St-Laurent, Montréal 125.

*Ontario — Dossiers nos 205, 409, 506, 576, 614, 918 — Sommations*

Depuis l'ouverture de son Bureau, le Commissaire a reçu plusieurs plaintes déplorant l'habitude qu'ont les services judiciaires de l'Ontario à Ottawa d'envoyer exclusivement en anglais les sommations destinées à des francophones ayant contrevenu aux règlements de circulation et à des violations de propriété émanant du gouvernement fédéral ou d'autres institutions ou organismes fédéraux. Comme elle est généralement l'institution qui lance la sommation, on accuse souvent la Gendarmerie royale d'agir, ce faisant, à l'encontre de l'esprit de la Loi sur les langues officielles et de l'intention du législateur.

anglaise. Dans ce cas et d'autres semblables, le Commissaire aux langues pour le Québec a pu prêter son concours précieux. Au Manitoba, un francophone qui a adressé une lettre en français à un journal de sa région, a reçu une réponse désobligeante en allemand. Une entreprise de déménagement à Toronto a exigé que son client francophone fasse ses réclamations en anglais. Une francophone qui a taché son manteau et ses gants relève l'unilinguisme anglais d'affiches « Wet Paint ». Un passionné du hockey à Edmonton a déploré que l'hymne national ne soit chanté dans les deux langues officielles qu'au Forum de Montréal. Des anglophones se sont plaints de l'absence de services en anglais : un habitant d'Ottawa rapporte que sa fille, qui avait écrit à une université francophone au Québec, a reçu une documentation entièrement en français; un nouveau venu à Ottawa se dit surpris de voir que certains films en anglais ou en français sont projetés sans sous-titres dans des cinémas locaux.

Le Commissaire a aussi reçu des plaintes concernant l'étiquetage des produits. Pour celles venant du Québec, il a fait des renvois au Service de la loyauté des ventes (200, chemin Sainte-Foy, Québec) et pour celles venant des autres provinces, à la direction des services aux consommateurs du ministère de la Consommation et des Corporations (219 ouest, avenue Laurier, Ottawa).

## PROVINCES

Le Commissaire a reçu plusieurs plaintes mettant en cause des institutions ou des services provinciaux. Puisque les questions soulevées n'étaient pas de sa compétence il a cherché à porter ces questions à l'attention des autorités provinciales lorsque l'occasion se présentait.

### *Nouveau-Brunswick — Dossiers nos 431 et 889*

- Un francophone se rend à la Plage Parlee de Shédiac, Nouveau-Brunswick, où on lui donne un feuillet de renseignements et de conseils relatifs à la sécurité. Le feuillet est unilingue anglais.

- Une délégation de francophones de Moncton invite le Commissaire, lors de sa visite dans cette ville, à aider la population francophone à obtenir des services municipaux en français.

### *Québec — Dossiers nos 201, 299, 457, 581, 645, 724, 732*

- Une francophone de Montréal informe le Commissaire qu'elle a reçu une sommation en langue anglaise de la « Provincial Court — Montreal ». Un fonctionnaire de la cour lui avait dit que, faute de temps, il ne pouvait pas lui faire parvenir une copie française de cette sommation.

puisque l'enseignement est du ressort des provinces, il a cependant renvoyé les correspondants aux autorités compétentes ou accordé son aide par des voies officielles.

Les demandes les plus typiques émanaient, par exemple, d'un correspondant qui cherchait à obtenir des salles et du matériel pour l'enseignement de la langue seconde dans sa localité; d'un étudiant qui désirait une bourse pour des cours de français à l'étranger; d'un haut fonctionnaire du ministère de la Santé publique de la Saskatchewan en quête de fonds pour doter des bibliothèques de livres de psychiatrie en français; d'un francophone de la Saskatchewan étudiant dans une université du Manitoba qui demandait l'aide fédérale, car ne remplissant pas les conditions de résidence dans aucune des deux provinces, il ne pouvait y obtenir de bourse. Dans chacun de ces cas, le Commissaire a conseillé au correspondant d'écrire au ministre de l'Éducation dans sa province.

D'autres lettres portaient sur le programme et les professeurs enseignant en français dans les écoles de l'Alberta; sur le manque de personnel bilingue dans une école professionnelle de Toronto où avaient été envoyés des enfants francophones unilingues, et sur les difficultés auxquelles se heurtait une Torontoise pour inscrire ses enfants anglophones dans des écoles françaises à Toronto.

Un certain nombre de correspondants voulaient des renseignements sur la répartition des fonds fédéraux destinés à l'enseignement de la langue seconde. Le Commissaire leur a conseillé d'écrire soit au ministre de l'Éducation de leur province soit au directeur de la Direction des programmes des langues du Secrétariat d'État à Ottawa.

## ENTREPRISES PRIVÉES

Le Commissaire a reçu au cours de 1971-1972 plusieurs plaintes touchant l'entreprise privée. En vertu du mandat que lui confère la Loi sur les langues officielles, il n'est pas habilité à les instruire sauf si elles se rapportent à des sociétés detentrices de concessions ou de contrats du gouvernement fédéral. Il en a ainsi informé les correspondants, leur rappelant que ses obligations se limitaient au seul secteur fédéral. Néanmoins, chaque fois qu'il l'a jugé utile et possible, avec l'autorisation écrite du plaignant, le Commissaire, à titre officieux, a porté à l'attention des autorités concernées chacune des plaintes dont on l'avait saisi.

La catégorie la plus nombreuse de ces plaintes concernait l'absence de services, d'annonces et d'affiches en français ou encore la qualité du français employé. Par exemple, un francophone du Québec qui désirait acheter un livre d'une société privée de sa province n'a pu formuler sa demande en français auprès de la réceptionniste unilingue

Invité à donner son avis sur l'ordre de préséance des deux langues dans les textes bilingues, le Commissaire a rappelé que la Loi stipulait que les publications du gouvernement fédéral doivent exister en français et en anglais. C'est au gouvernement qu'il appartient de trouver des présentations bilingues conformes à la Loi. L'emploi d'étiquettes bilingues et les directives internes en matière de langue dans l'industrie privée ne sont pas du ressort du Commissaire aux langues officielles.

#### *Langue de travail*

Plusieurs plaintes émanant de personnes qui dénonçaient comme discriminatoires certaines méthodes de recrutement suivies par la fonction publique débordaient le cadre de la Loi, ou n'ont pu être instruites du fait de leur anonymat. Dans ses réponses, le Commissaire soulignait que la Loi visait le bilinguisme des institutions et non des particuliers. A l'époque, la décision initiale concernant les exigences linguistiques d'un poste dans la fonction publique fédérale relevait conjointement de la Commission de la fonction publique et du ministère concerné (elle relève maintenant conjointement du Conseil du trésor et du ministère concerné). A plusieurs reprises, tant en public qu'en privé, le Commissaire a insisté pour qu'on tienne pleinement compte du facteur humain lorsqu'on formule des directives relatives à la dotation en personnel en vue de respecter les exigences de la Loi sur les langues officielles.

#### *Langue de service*

Le Commissaire a reçu des plaintes rapportant que des anglophones avaient reçu du gouvernement des formules en français, qu'on avait donné ordre à des fonctionnaires du Québec de correspondre uniquement en français avec Ottawa, qu'un député avait envoyé un communiqué en italien à des électeurs francophones. Tous ces cas se sont révélés être des malentendus ou des erreurs administratives mineures qui ont pu rapidement être corrigés. D'autres correspondants proposent diverses façons d'améliorer les services en français dans les Ministères ou protestaient contre l'insistance mise par le Commissaire à demander des services bilingues à l'aéroport international de Toronto. Ces suggestions et ces opinions n'étaient pas, à proprement parler, des plaintes.

#### EDUCATION

Le Commissaire a reçu plusieurs plaintes et demandes de renseignements au sujet des cours de langue seconde ou de bien d'autres aspects de l'enseignement. Bien qu'il n'ait pas pu agir officiellement

n'avait aucune autorité pour agir par les voies officielles. Cependant, à titre privé, il a attiré l'attention de l'Alliance sur ces questions, et cette dernière a pris les mesures qui s'imposaient en l'occurrence.

## POLITIQUE DE BILINGUISME

Au cours de l'année, le Commissaire a reçu une abondante correspondance portant sur différents aspects de la politique du gouvernement en matière de bilinguisme. De nombreux correspondants exposaient des griefs d'une nature très générale ou s'opposaient purement et simplement à toute extension de l'emploi du français. Certains prétendaient que le bilinguisme était inapplicable dans l'Ouest, car ceux qui y apprennent le français l'oublient tout aussi vite par manque de pratique. D'autres s'élevaient contre la moindre mesure de nature à menacer la prépondérance dont jouit l'anglais dans le monde des affaires.

Dans chaque cas, le Commissaire a répondu que la Loi sur les langues officielles, en vigueur depuis le 7 septembre 1969, donnait au français et à l'anglais un statut, des droits et des privilèges égaux quant à leur emploi dans toutes les institutions du Parlement et du gouvernement du Canada. Il expliquait ensuite que son Bureau s'attachait avant tout aux progrès du bilinguisme *institutionnel*, c'est-à-dire qu'en ce qui concerne la langue de service, le gouvernement fédéral doit assurer la prestation de services au public dans les deux langues officielles comme l'exige la Loi. Cette politique n'impose nullement à tous les fonctionnaires de tous les échelons d'être bilingues ou de le devenir. Pas une loi fédérale n'oblige un simple citoyen canadien à devenir bilingue.

## *Demandes d'aide et de conseils*

Le Commissaire a reçu un certain nombre de demandes précises d'aide et de conseils. Une société pharmaceutique de l'Ontario demandait qu'on l'aide à normaliser l'orthographe anglaise. Bien que cette question ne soit pas du ressort du Commissaire, il a pu informer le correspondant qu'il n'y avait pas de norme universellement acceptée pour l'orthographe anglaise au Canada et lui a envoyé un extrait d'un dictionnaire canadien résumant les formes préférées. Une autre fois, il s'est offert à aider une association pour la promotion du français en transmettant la demande de cette dernière aux autorités provinciales compétentes, si toutefois il en recevait l'autorisation écrite. Le Commissaire a communiqué à qui de droit (le secrétaire d'État et le président de Radio-Canada) des demandes de cours de langues supplémentaires à la télévision.

Dans chacun de ces deux cas, le Commissaire a fait savoir aux correspondants que, comme l'Alliance de la fonction publique n'est pas une institution du gouvernement ni du Parlement du Canada, il

l'Alliance, sous prétexte qu'il n'y en avait plus en anglais.

- Un fonctionnaire anglophone ayant demandé à l'Alliance de la fonction publique cinq exemplaires anglais de la convention collective de la catégorie ST n'en aurait obtenu qu'un seul du représentant de l'Alliance, sous prétexte qu'il n'y en avait plus en anglais.
- Un francophone a reçu la version anglaise d'une brochure publiée par l'Alliance de la fonction publique.

*Dossiers nos 374 et 518 — Diffusion des publications*

## ALLIANCE DE LA FONCTION PUBLIQUE

### 2. Plaintes non recevables

En ce qui concerne les ascenseurs de la Tour « A » de la Place de Ville, le ministre a souligné au Commissaire que l'installation de panneaux bilingues fait partie d'un programme en cours par lequel ils seront graduellement modifiés pour répondre aux exigences de la Loi sur les langues officielles. Il a affirmé ne pouvoir rien faire au sujet de la catétéria sous prétexte que c'est une installation commerciale exploitée par l'entreprise privée. Il a rappelé cependant que dans les catétérias, cantines ou salles à manger qu'il administre, les services sont fournis dans les deux langues officielles, là où c'est nécessaire.

Le ministre, seul organisme responsable de la location des édifices dont l'administration fédérale a besoin, a informé le Commissaire qu'il avait comme politique d'afficher dans les deux langues officielles les enseignes, écriteaux ou tableaux indicateurs si tout l'immeuble loué est occupé par l'État. Il installe également des enseignes bilingues dans toute partie d'un immeuble louée par l'État. Le ministre a en outre indiqué son intention d'inclure à l'avenir dans les baux une disposition aux termes de laquelle le propriétaire devra utiliser des enseignes bilingues dans les endroits qu'il loue à l'État.

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par clause, un cahier des charges, afin de pouvoir constituer par ordinateur un ensemble de clauses normalisées pour n'importe quel sujet. La rédaction du cahier des charges central devait être achevée au début de l'automne 1971.

*Dossier n° 566 — Cantine des Archives publiques et de la Bibliothèque nationale*

Le plaignant souligne l'absence de français sur les menus et dans les services offerts par la cantine du 5<sup>e</sup> étage de l'immeuble qui groupe les Archives publiques et la Bibliothèque nationale. Il ajoute qu'il ne devrait pas être obligé de s'exprimer en anglais dans la capitale nationale.

Le ministère a pris les mesures afin que les menus soient présentés en français et en anglais. Il est de plus intervenu auprès de l'Institut canadien des aveugles, organisme qui administre la cantine, pour que le service soit assuré dans les deux langues.

*Dossier n° 636 — Annonce dans un journal*

Un anglophone de Regina se plaint que le ministère ait inséré une annonce unilingue française dans le *Regina Leader Post*. Il prétend que la publication dans la seule langue française de ce qu'il croit être un avis de concours est une discrimination envers les candidats anglophones.

En réponse à la demande du Commissaire, le ministère a expliqué que son bureau de Saskatoon avait publié dans le *Regina Leader Post*, le 23 décembre 1971, une annonce demandant à des promoteurs de lui soumettre des projets concernant la location à bail d'un bien-fonds de la Couronne. La version anglaise précisait que les offres pouvaient être faites jusqu'au 9 février 1972 avant midi et la version française donnait le 1<sup>er</sup> mai 1972 comme date limite. Le 31 décembre 1971, le ministère a donc fait insérer un avis uniquement en français pour corriger l'erreur qui s'était glissée dans la version française. Malheureusement, la même erreur se répéta dans la correction et la version française fut réimprimée en entier, sans faute cette fois. En définitive, il n'y a pas eu d'infraction à la Loi.

*Dossier n° 693 — Ascenseurs et cafétéria de la Tour « A », Place de Ville, Ottawa*

Un francophone se plaint de l'absence de français dans les ascenseurs et à la cafétéria de l'édifice occupé par la Commission de la fonction publique à Ottawa (Tour « A », Place de Ville). Il signale qu'à ces endroits, toutes les indications sont en anglais seulement et il ajoute qu'il est impossible de se faire servir en français à la cafétéria. Selon

Le plaignant fait grief au ministre d'exiger la connaissance de l'anglais seulement pour le poste de spécialiste, Inspection du transport aérien, direction de l'Aéronautique civile. Il ajoute que l'avis de concours n'était disponible qu'en anglais.

Le ministre a indiqué qu'à cause des attributions du poste, la direction de l'Aéronautique civile n'avait pas exigé initialement que la connaissance du français soit une qualité essentielle pour le concours en question. Les titulaires devaient suivre un stage de formation d'une durée d'au moins un an à Ottawa et être disponibles pour affectation à l'un des six bureaux régionaux. Étant donné que certains titulaires pouvaient être nommés au bureau régional de Québec et devaient avoir une bonne connaissance du français, la direction de l'Aéronautique civile était revenue sur sa décision et avait décidé d'exiger la connaissance des deux langues officielles pour certains postes. Elle avait fait traduire l'avis de concours émis d'abord uniquement en anglais et avait établi une nouvelle date limite pour le dépôt des candidatures.

Le Commissaire a recommandé au ministre d'afficher ses avis de concours en français et en anglais dans la région de la capitale nationale, dans les districts bilingues éventuels et ailleurs dans la mesure où il lui était possible de le faire et où il y avait demande importante.

## TRAVAUX PUBLICS

### *Dossier n° 161 — Documents de contrat unilingues*

Un entrepreneur anglophone domicilié dans la province de Québec proteste contre la publication par le ministre en février 1971 des documents d'un contrat (plans et cahier des charges) rédigés uniquement en français.

Le ministre a pour principe de publier tous les documents de ce genre dans les deux langues officielles au Québec. Néanmoins, les documents en cause concernaient des travaux urgents qui devaient être entrepris dans le cadre du programme des stimulants économiques dans la province de Québec. Ils furent donc publiés dans la langue de travail de la majorité des personnes employées à les préparer. Les entrepreneurs anglophones furent informés qu'ils pouvaient demander l'aide du ministre pour des services de traduction ou d'interprétation portant sur les travaux en question.

Le Commissaire a recommandé que les plans et instructions destinés aux contractants soient publiés dans les deux langues officielles, au Québec comme dans les autres provinces. Le ministre a décidé de rédiger en français et en anglais et de normaliser, clause

tous les navires, certains ayant un équipage entièrement unilingue français. Le plaignant n'a pas obtenu l'autorisation de suivre des cours de français.

La station de Sept-Iles comptait onze employés dont huit étaient parfaitement bilingues, chaque équipe comprenait au moins un bilingue afin d'être dotée d'une capacité bilingue en tout temps. Par ailleurs, trois nouveaux employés, tous bilingues, devaient être nommés à la station de Sept-Iles dans un bref délai.

Il n'y avait pas de cours de langue organisés ou agréés par le gouvernement à Sept-Iles et la Loi sur les langues officielles ne traite pas directement de l'enseignement des langues. Toutefois, à la demande instantane du Commissaire, le ministère a décidé d'étudier la possibilité d'arrangements avec une société de la région de Sept-Iles afin que les trois employés unilingues puissent suivre des cours de langue.

#### *Dossier n° 611 — Commissionnaires*

Le plaignant déclare que les commissionnaires affectés à l'administration du ministère ne sont pas bilingues et ne peuvent fournir leurs services en français.

Le ministère a indiqué qu'il employait douze commissionnaires à plein temps. Six d'entre eux étaient bilingues et deux autres avaient une connaissance suffisante du français pour pouvoir répondre aux questions posées dans cette langue. Le ministère a souligné que les vacances, les congés de maladie ainsi que les difficultés de recrutement auxquelles se heurtait le Corps des commissionnaires lui causaient des ennuis. Néanmoins, malgré ces complications, il entend insister avec vigueur pour qu'il y ait toujours au moins un commissionnaire bilingue à la réception, ce qui lui permettrait de répondre aux exigences de la Loi.

#### *Dossiers nos 699 et 700 — Bureau d'inspection des navires à vapeur*

A la demande du Commissaire, le président du bureau d'inspection des navires à vapeur lui a fait part des plaintes reçues par son service, à savoir deux plaintes concernant la diffusion publique de documents uniquement en français. Il a également envoyé au Commissaire la copie de ses réponses. En fait, il avait distribué séparément, à deux semaines d'intervalle, des exemplaires français et anglais aux compagnies concernées. De plus, c'est la version anglaise qui avait été envoyée en premier.

Le Commissaire a fait savoir au président que cette méthode de publication séparée de tous ses documents dans les deux langues officielles était conforme aux dispositions de la Loi sur les langues officielles.

*Dossier n° 550 — Publicité dans les journaux de langue française*

Le plaignant envoie au Commissaire des coupures d'annonces publiées par le ministère dans un quotidien de langue anglaise du Manitoba. Il dit avoir constaté que les annonces en question n'ont paru que dans les journaux de langue anglaise de Winnipeg et qu'il semble, selon lui, obligatoire de s'abonner à un journal de langue anglaise pour être informé de l'activité des institutions fédérales.

Pour donner suite à cette plainte, le ministère a émis de nouvelles instructions exigeant que les annonces concernant les contrats, exemple qu'avait donné le plaignant, soient publiées dans les hebdomadaires lorsqu'il n'y a pas de quotidiens dans une région particulière. Comme le ministère peut faire à l'occasion de la réclame pour d'autres fins, le Commissaire a recommandé que ce principe s'applique également à toute autre annonce.

*Dossier n° 559 — « Transport Canada »*

Deux Montréalais soulignent la piètre qualité du français de la revue *Transport Canada*, édition septembre/octobre 1971.

Le ministère a informé le Commissaire qu'il attachait une grande importance à la présentation de cette revue et lui a donné des assurances qu'il déploierait tous les efforts possibles pour améliorer la qualité des articles rédigés en français.

*Dossier n° 579 — Permis d'élève-pilote*

Un francophone de Montréal fait grief au ministère de lui avoir émis en anglais un permis d'élève-pilote.

Le Commissaire a rappelé au ministère ses obligations aux termes de la Loi sur les langues officielles en ce qui concerne les services offerts au public. Non seulement le permis en question n'était pas disponible en français mais c'était également le cas des 38 formules concernant les brevets de pilote. Toutefois, la traduction était en cours et les formules paraîtront à l'avenir sous une forme bilingue ou en deux versions. On a accordé la priorité au permis qui avait fait l'objet de la plainte.

*Dossier n° 595 — Sept-Iles*

Un anglophone employé par le ministère à Sept-Iles (Québec) se plaint qu'en raison de leur unilinguisme, lui-même et deux autres employés de la station radio maritime et aéronautique ne peuvent servir

- Un francophone reçoit du ministère une lettre-formule et une carte en anglais de l'Administration des transports par eau.
- Un francophone des Îles-de-la-Madeleine reçoit du ministère une lettre et un état de compte rédigés en anglais.
- Le Ministère a regretté ces erreurs et a pris les mesures appropriées pour que de tels incidents ne se produisent plus.

Dossier n° 505 — Offre d'emploi

Une offre d'emploi du ministère intitulée « PILOTES DE NAVIRES », publiée dans *La Presse* du 26 octobre, contenait plusieurs erreurs.

Le ministère a informé le Commissaire qu'à cause du nombre insuffisant de pilotes sur la voie maritime du Saint-Laurent et les Grands Lacs, la circulation des navires avait atteint un point de saturation. Il avait décidé alors d'embaucher des pilotes supplémentaires et avait procédé trop vite, pressé qu'il était par les événements. Il s'efforcera, à l'avenir, de présenter des textes d'une qualité irréprochable.

Le Commissaire a transmis ces renseignements au plaignant.

Dossier n° 523 — Aéroport de Saskatoon

Un francophone prétend que tous les panneaux du ministère des Transports à l'aéroport de Saskatoon sont uniquement en anglais. Il trouve cela « inconcevable » dans un pays où le fait français devrait être reconnu (conformément à la politique du gouvernement fédéral) d'un océan à l'autre et non pas uniquement dans l'Est du Canada.

Le Commissaire a recommandé que tous les panneaux signalant l'aéroport soient rédigés dans les deux langues officielles, aussi bien à l'intérieur qu'à l'extérieur dudit aéroport.

Dossier n° 527 — Aéroport de Moncton

Le plaignant déclare qu'à son arrivée à l'aéroport de Moncton il fut étonné de voir une affiche portant l'inscription « FUMER INTER-DIT ». Il demande au Commissaire s'il ne serait pas possible de porter une attention particulière à ce genre d'affiche afin d'améliorer l'état du français.

Saisi de la question, le ministère a révélé que trois affiches du genre existaient à Moncton et que les démarches nécessaires avaient été faites pour les remplacer par des écriteaux portant les mots : « DEFENSE DE FUMER ».

Le ministre a répondu qu'il y avait au bureau de Montréal un examinateur bilingue qui se rendait sur les lieux une fois par année. Il était en mesure d'interroger les étudiants dans les deux langues officielles. La documentation nécessaire aux examens était également disponible en anglais et en français.

A la suite de l'intervention du Commissaire, et afin d'assurer des services bilingues, palliant ainsi aux difficultés rencontrées par le plaignant, le ministre a décidé de rattacher désormais au bureau régional de Montréal l'administration des examens à l'intention des capitaines et des officiers pour la région concernée et a informé lui-même le plaignant de cette décision.

#### *Dossier n° 319 — Immatriculation des navires*

Le plaignant a attiré l'attention du Commissaire sur le fait que la formule n° 9 pour l'enregistrement de navires n'était pas disponible en français.

Le ministre a expliqué au Commissaire qu'aux termes du présent accord entre les pays du Commonwealth sur le transport maritime, l'immatriculation des navires est une matière qui intéresse tout le Commonwealth. Les autorités canadiennes ont des responsabilités vis-à-vis des pays qui en sont membres, plus particulièrement envers le Bureau d'immatriculation des navires britanniques, à qui l'on envoie copies des certificats canadiens. En fait, il faudrait parler de documents du Commonwealth plutôt que de formules purement canadiennes.

Il y a dix ans, le ministre a décidé d'imprimer dans les deux langues officielles toutes ses formules d'immatriculation et de délivrance de permis. Seul la formule n° 9 faisait exception, parce que, selon le ministre, les propriétaires des navires ne l'exigeaient pas et, également, parce qu'elle n'était pas destinée à être remplie par le public. Toutefois, le ministre s'est ravisé et a décidé de la faire imprimer dans les deux langues officielles.

#### *Dossier n° 474 — Cours de langue*

Un fonctionnaire francophone de Montréal fait grief au ministre de ne pas lui permettre de suivre les cours d'anglais offerts par la Commission de la fonction publique.

Le Commissaire a informé le plaignant qu'il n'avait pas compétence pour statuer sur la nomination des candidats pour les cours de langue. Il a dirigé le plaignant vers le conseiller en bilinguisme du ministre.

Le ministère a répondu au Commissaire qu'à la suite de cette recommandation, la possibilité d'offrir des cours d'anglais aux francophones ferait l'objet d'une étude plus approfondie.

*Dossier n° 231 — Avis de concours*

Le plaignant rapporte qu'un avis de concours ne mentionne aucune-ment la connaissance des langues nécessaires pour le poste à pourvoir, lequel, à son avis, requiert la connaissance et la pratique des deux langues officielles afin de traiter avec le public. Il ajoute que ces con-naissance s'auraient dû figurer au nombre des « qualités essentielles ».

Le ministère a expliqué qu'avant d'annoncer ce concours, il avait étudié la question des exigences linguistiques et avait pris la décision d'exiger des candidats qu'ils aient une bonne connaissance écrite et orale de l'anglais seulement étant donné que ce poste était seul à comporter de telles fonctions et que le public à servir se composait principalement d'organismes nationaux et internationaux dont la langue principale est l'anglais. De plus, s'il devait arriver de temps à autre que le titulaire ait à parler français, le ministère estimait qu'il pourrait alors faire appel à l'un de ses collègues bilingues. Quoi qu'il en soit, puisque la circulaire ne mentionnait aucune exigence linguistique, les candidats bilingues pouvaient se présenter au même titre que les autres.

Quelque temps plus tard, le plaignant écrit à nouveau pour exprimer son désaccord avec les explications du ministère. Il est tou-jours fermement convaincu que le poste aurait dû être déclaré bilingue en raison de la nature du travail et des contacts avec le public qu'il comporte. Par la suite, une entrevue est mise sur pied avec le directeur du personnel de l'air afin d'obtenir de plus amples détails et d'examiner la situation. Le plaignant était lui-même entré en communication directe avec le ministère.

On a vérifié que le poste, situé dans les bureaux de l'administra-tion centrale à Ottawa, était bien unique, et que son titulaire ne traitait qu'avec des organismes nationaux et internationaux qui n'avaient aucun contact avec le public, pas plus au niveau personnel que régional. Le Commissaire a conclu qu'il n'y avait pas eu d'infraction à la Loi sur les langues officielles.

*Dossier n° 261 — Bureau d'Halifax*

Le directeur d'un service d'éducation permanente au Québec, responsable des cours de navigation administrés par le ministère des Transports et relevant du bureau régional d'Halifax, se plaint de ne pouvoir communiquer en français avec ce bureau. Il reproche également à ce bureau de ne pas offrir les services d'un examinateur pouvant parler le français.

4. qu'on étudie la possibilité de recruter des étudiants francophones unilingues, quitte à leur offrir des cours d'anglais.

Le ministère a tenu compte des recommandations du Commissaire et lui a transmis quelques mois plus tard un rapport intérimaire sur les progrès réalisés à la suite de ces recommandations :

1. Le manuel traitant des observations météorologiques est maintenant disponible en français. La traduction des autres manuels de référence, notes de lecture et brochures diverses est en cours, mais les progrès dans ce domaine ont été plus lents que prévus étant donné la nécessité de réviser le texte original en tenant compte de l'évolution de la technologie. Cette traduction doit d'autre part être faite par les professeurs eux-mêmes et non par le Bureau des traductions. C'est pourquoi des fonds supplémentaires ont été obtenus du Conseil du trésor afin d'embaucher deux personnes qui pourront contribuer à mener à bien ce travail.

2. A l'heure actuelle, deux professeurs sur sept sont bilingues; deux autres professeurs bilingues ont été embauchés et seront en poste bien tôt, l'un le 1<sup>er</sup> avril et l'autre peu de temps après.

3. Toutes les questions d'examen se rapportant à la météorologie sont maintenant disponibles dans les deux langues officielles. On revise présentement les questions sur les autres sujets et on compte les présenter sous peu aux étudiants sous une forme bilingue.

4. Le ministère est d'avis qu'il serait peu pratique de recruter des étudiants francophones unilingues parce que l'école n'a pas une capacité bilingue suffisante et parce que la durée du cours destiné aux opérateurs de radio est trop brève pour permettre de donner en même temps des cours de langues. Il ajoute qu'au cours d'anglais à l'intention des francophones devrait correspondre un programme de français à l'intention des anglophones, ce qui nécessiterait des dépenses qu'il ne peut envisager pour l'instant. A cette assertion, le Commissaire a répondu qu'en ce qui concerne les conditions d'admission à l'école, les deux langues officielles n'étaient pas sur un pied d'égalité et que les cours d'anglais qui seraient offerts aux francophones n'étaient nécessaires qu'à cause de la « capacité bilingue limitée » de l'école et afin de leur permettre de suivre des cours qui n'étaient offerts qu'en anglais. En conséquence, on peut se demander, dans un cas particulier, pourquoi des cours d'anglais offerts aux francophones devraient nécessairement impliquer l'implantation de cours de français pour les anglophones. Le Commissaire a donc invité le ministère à réviser sa décision sur ce sujet et à envisager la possibilité de recruter des étudiants francophones unilingues, quitte à leur offrir des cours d'anglais.

4. Le français était généralement de bonne qualité.
  5. Il n'y avait pas de retard notable entre l'annonce en anglais et celle en français.
- Dossier n° 185 — Aéroport de Dorval*
- Le plaignant prétend qu'à plusieurs reprises il a dû obliger les chauffeurs de Murray Hill Limousine Service Ltd., à Montréal, à parler français. Une fois même, on l'a accusé de séparatisme et menacé d'expulsion de la limousine parce qu'il refusait de parler du tarif en anglais avec le chauffeur.
- Le ministère des Transports et le président de Murray Hill Limousine Service Ltd. ont demandé des détails supplémentaires concernant les prétendus incidents afin de pouvoir identifier les chauffeurs impliqués et prendre les sanctions qui s'imposaient.
- Les diverses demandes de renseignements adressées au plaignant étant toutes restées sans réponse, on a fermé son dossier.
- Dossier n° 221 — École des opérateurs de radio*
- Un ancien élève de l'École des opérateurs de radio à Uplands se plaint de l'unilinguisme anglais de l'enseignement qui y est donné. L'école fait partie de la cité étudiante de l'Air et relève du ministère des Transports.
- L'instruction de la plainte a démontré que les cours étaient donnés en anglais, les examens tenus en anglais et que la documentation relative aux cours n'était disponible qu'en anglais, sauf dans le cas de la météorologie. Une certaine connaissance de l'anglais était également nécessaire pour être admis à suivre ces cours.
- Le Commissaire a signalé au ministère que cette situation allait à l'encontre des dispositions et de l'esprit de la Loi et que le principe de l'égalité de statut des deux langues officielles n'était pas respecté. Tenant compte du fait que le travail des opérateurs de radio s'effectue généralement en anglais et qu'il est en conséquence souhaitable que les étudiants francophones aient une bonne connaissance de leur métier en anglais, le Commissaire a fait au ministère les recommandations suivantes :
1. que la documentation relative aux cours soit présentée aux étudiants dans les deux langues officielles;
  2. que les explications au sujet des cours donnés en anglais soient disponibles en français;
  3. que les examens soient présentés sous une forme bilingue et que l'étudiant puisse y répondre dans la langue de son choix;

## TRANSPORTS

*Dossier n° 47 — Bateaux croisières*

soient bilingues ou le deviennent. De même, aucune loi fédérale n'oblige un simple particulier au Canada à devenir bilingue.

Un plaignant constate l'unilinguisme anglais qui règne sur les bateaux croisières de la Paul's Boat Lines Ltd. à Ottawa : les renseignements donnés aux touristes et les affiches sont uniquement en anglais. Le Commissaire a porté cette question à l'attention du ministère des Transports qui loue à bail un emplacement sur le quai du côté est du canal Rideau pour l'embarquement des passagers. Ce bail ne comprend pas de clause concernant le bilinguisme mais stipule à l'article 3 que le locataire devra se conformer aux lois et règlements municipaux ou autres qui pourraient concerner les lieux loués.

Le ministère a donc abordé cette question avec les représentants de la compagnie qui ont accepté de voir à ce que les affiches et les dépliant soient dans les deux langues officielles et d'offrir en français et en anglais les renseignements donnés par le guide. Le public serait mis au courant de cette possibilité au moyen d'affiches. On n'aurait qu'à exprimer son choix au moment de l'embarquement. Le ministère a de plus informé le Commissaire de sa décision d'inclure dans le prochain bail, qui sera soumis à cette compagnie en 1974, une clause sur la nécessité d'offrir les services dans les deux langues officielles.

*Dossier n° 107 — Aéroport de Winnipeg*

Le plaignant envoie une « letter to the editor » qu'il a découpée dans le *Winnipeg Free Press*. Cette lettre traite de la qualité exécrable du français diffusé par les hauts parleurs à l'aéroport international de Winnipeg. Le Bureau du Commissaire a mené une étude spéciale qui a donné les résultats suivants :

1. A l'aéroport de Winnipeg, chaque compagnie fait ses propres annonces au public, à l'exception de quelques rares annonces faites par le ministère des Transports.

2. Les personnes qui font ces annonces ne sont pas des fonctionnaires fédéraux, mais des employés d'Air Canada, société de la Couronne qui tombe sous le coup de la Loi sur les langues officielles.

3. La plupart des annonces d'Air Canada sont faites en anglais et en français par la même personne. Toutes les autres compagnies aériennes ne les font qu'en anglais. Air Canada ne fait pas toutes ses annonces dans les deux langues.

Statistique Canada a répondu que le personnel comptait deux francophones, mais que dans un petit bureau il n'était pas toujours possible de fournir en tout temps des services dans les deux langues officielles. Néanmoins, le statisticien en chef a donné des instructions à tous les préposés au téléphone leur demandant, lorsqu'ils reçoivent un appel en français auquel ils ne peuvent répondre, de dire « Un instant, s'il vous plaît », et de passer la communication à un employé francophone.

Dossier n° 594 — *Note de service au sujet de la traduction*

Un employé anonyme de la Division du commerce et des services de Statistique Canada fait parvenir au Commissaire une copie d'une note de service adressée aux chefs de direction par un directeur qui fait savoir qu'à son avis les indications destinées à l'imprimeur ne devraient pas être traduites en français.

Statistique Canada a déclaré qu'il ne fallait pas voir dans la note de service en question un reflet des lignes de conduite et d'action suivies par la Division du commerce et des services en matière de langue. Elle représente l'opinion personnelle de son auteur sur des questions qui ne sont pas de son ressort administratif. Le directeur général de la Direction de la statistique économique s'est longuement entretenu de la note de service avec son auteur qui a convenu que, pressé par des problèmes matériels immédiats, il n'avait pas suffisamment fait attention aux aspects plus vastes du bilinguisme institutionnel. De toute façon, la Division n'a pas suivi les recommandations contenues dans la note de service.

#### *Dossier n° 822 — La politique du bilinguisme*

Un cadre de Statistique Canada à Ottawa écrit au Commissaire afin de solliciter son aide pour répondre à une lettre reçue d'un correspondant agricole travaillant pour Statistique Canada en Saskatchewan. Ce dernier s'élève contre le fait qu'il soit obligé de remplir des formules bilingues et s'oppose à tous les aspects de la politique du bilinguisme.

Le Commissaire a répondu que dans des cas semblables son Bureau avait pour règle de rappeler aux correspondants que la Loi sur les langues officielles, en vigueur depuis le 7 septembre 1969, donne à l'anglais et au français un statut, des droits et des privilèges égaux quant à leur emploi dans toutes les institutions du Parlement et du gouvernement du Canada. Il a souligné que ce qui intéressait avant tout son Bureau, c'était le bilinguisme institutionnel, c'est-à-dire, en ce qui concerne la langue de service, que tout bureau de l'administration fédérale devait compter un nombre d'employés bilingues suffisant pour servir sa clientèle dans les deux langues officielles comme l'exige la Loi. Cela n'impliquait pas que tous les fonctionnaires à tous les niveaux

aucune raison de douter que d'autres se sont montrés plus compétents que lui.

Mais il est par la suite très surpris de la qualité de la traduction française du dépliant publié à l'occasion du recensement sous le titre *Le jour du recensement approche*. Il estime que le texte français est une version très « libre » de l'anglais et que c'est une adaptation assez peu « fidèle » du texte original; or, la « fidélité » figurait précisément au nombre des qualités essentielles pour un candidat à un poste de traducteur.

Après examen, le Commissaire a conclu qu'il n'y avait pas eu contravention à la Loi sur les langues officielles.

#### *Dossier n° 383 — France*

L'éditorial d'un journal francophone abonde dans le sens de l'un de ses lecteurs qui trouve anormal que la question 11 de la formule du recensement (dans sa version non abrégée) omette la France comme pays d'origine d'une personne née à l'extérieur du Canada.

Lors d'une conversation téléphonique, le Commissaire a expliqué à cet éditorialiste que la question 15 complétait la question 11, et que les deux prises ensemble donnaient une image exacte du fait français au Canada. Il n'y avait donc pas d'infraction à la Loi.

#### *Dossier n° 396 — Vancouver*

Un Québécois anglophone écrit au Commissaire à propos des dispositions de la Loi sur les langues officielles et met en doute les droits de la langue minoritaire à Vancouver dans le cadre du recensement décennal.

Le Commissaire a répondu que le recensement décennal était un événement exceptionnel. C'est l'une des rares fois où le gouvernement canadien entre en communication directe avec la population dans son ensemble. C'est pourquoi le mode de communication adopté revêt une importance réelle et a valeur de symbole. Le Commissaire a indiqué au plaignant qu'il croyait qu'en l'occurrence il y avait à la fois demande importante de service en français et possibilité de les fournir au bureau de Statistique Canada à Vancouver, particulièrement en ce qui concerne le service régional d'information par téléphone et la distribution de questionnaires en français dans les régions notoirement francophones telles que Maillardville.

#### *Dossier n° 546 — Service d'information téléphonique à Winnipeg*

Un francophone prétend qu'il est impossible d'obtenir au téléphone une réponse en français du bureau des renseignements de Statistique Canada à Winnipeg.

Un francophone de Montréal, candidat à un poste de traducteur de la fonction publique fédérale, apprend peu de temps après qu'il a échoué à l'examen écrit. Il accepte ce verdict avec philosophie, n'ayant

*Dossier n° 331 — Traduction*

Le plaignant, informé des faits susmentionnés, a cependant écrit à nouveau pour dire au Commissaire combien sa réponse l'avait déçu. Il exposait en détail les raisons pour lesquelles il maintenait que l'article 38 de la Loi sur les langues officielles avait été violé. Le Commissaire répondit alors que l'article 38 n'avait pas été violé puisque l'initiative prise par Statistique Canada ne s'appuyait pas sur la Loi. Plus tard, le Commissaire s'est entretenu avec le plaignant lors du congrès du *Canadian Ukrainian Committee* qui a eu lieu à Winnipeg. Finalement le plaignant a écrit qu'il arrêtait la discussion concernant le recensement de 1971 et qu'il espérait traiter cette question dans un contexte différent.

En outre, le questionnaire portait très clairement la mention « autre : préciser », si bien que les personnes dont la langue maternelle ne figurait pas au nombre des quatre langues énumérées pouvaient l'indiquer dans l'espace réservé à cet effet. Ces inscriptions manuscrites devaient être codées, ce qui donnerait le même résultat que le fait de cocher une case, comme dans le cas des quatre groupes linguistiques principaux; de plus elles feraient l'objet d'une rubrique distincte dans les publications des résultats du recensement de 1971.

Le Commissaire a conclu que le point soulevé ne contrevenait pas à l'article 38 de la Loi sur les langues officielles où il est stipulé : « Aucune des dispositions de la présente loi ne sera interprétée comme affectant ou diminuant de quelque manière les droits ou privilèges acquis ou possédés en vertu de la loi ou de la coutume soit avant, soit après l'entrée en vigueur de la présente loi, en ce qui concerne les langues autres que les langues officielles. » En l'occurrence la Loi ne dérogeait pas au droit susmentionné. Le Bureau fédéral de la statistique a expliqué la restriction des rubriques séparées à quatre par les limitations d'espace qu'imposait le dispositif d'enregistrement électronique employé pour traiter les questionnaires. Il a donc choisi les quatre groupes linguistiques les plus importants au Canada à l'époque du recensement, c'est-à-dire l'anglais, le français, l'allemand et l'italien, cette dernière langue ayant supplanté l'ukrainien depuis le recensement de 1961.

du recensement de 1971 abroge « les droits et les privilèges » acquis ou possédés « en vertu... de la coutume » par l'ukrainien lors des recensements de 1961 et des décennies précédentes.

statut d'égalité des langues officielles, elles ne soient pas poursuivies en vertu de l'article 29 de la Loi sur la statistique;

2. que dorénavant la nomination des commissaires du recensement et le recrutement et la formation des représentants du recensement se fassent selon des procédures qui puissent assurer que la population soit servie dans la langue officielle de son choix;

3. que les questionnaires du recensement décennal et de toute autre enquête du genre soient préparés dans les deux langues officielles et qu'une copie en français et une copie en anglais (ou une copie bilingue) soient laissées à chaque répondant afin qu'il puisse choisir le questionnaire qu'il veut remplir.

Par la suite, le statisticien en chef envoya au Commissaire une critique détaillée, dans laquelle il contestait le bien-fondé, l'opportunité et les méthodes du rapport spécial au Parlement. Le Commissaire a trouvé certaines des observations du statisticien en chef très utiles pour son travail futur, d'autant qu'elles venaient d'un administrateur public reconnu pour son expérience. À cette même époque, le statisticien en chef et le Commissaire sont convenus que le Bureau du Commissaire devrait entreprendre, en étroite collaboration avec Statistique Canada, une étude spéciale en vue d'aider ce ministère à surmonter les difficultés d'ordre linguistique qui ne manqueraient pas de survenir lors du recensement de 1976.

Il n'appartient pas au statisticien en chef de donner suite à la recommandation n° 2. Aux termes de la Loi sur la statistique, elle est du ressort direct du ministère de l'Industrie et du Commerce, et le Commissaire espère que ce dernier et le Parlement veilleront à son application.

#### *Dossier n° 253 — Diffusion de documents anti-québécois*

Un employé anonyme du Bureau fédéral de la statistique se plaint de ce qu'un chef de section ait distribué à son personnel un livre qui, de l'avis du plaignant, dénigre les aspirations des Canadiens français et jette le discrédit sur le Québec.

Le Commissaire n'avait pas compétence en cette affaire, car elle n'avait aucun rapport avec la Loi sur les langues officielles.

#### *Dossier n° 306 — Plaintes concernant le recensement de 1971*

Un plaignant d'origine ukrainienne déclare que la formule du recensement fédéral de 1971 viole l'article 38 de la Loi sur les langues officielles du fait que la liste des langues non officielles énumérées dans le questionnaire ne donne pas l'ukrainien, qui y figurerait pour les précédents recensements décennaux. Le plaignant soutient que la formule

Le questionnaire du recensement 1971, distribué dans tout le Canada au cours de la deuxième quinzaine de mai, devait être rempli et retourné à Statistique Canada (alors Bureau fédéral de la statistique — B.F.S.) le 1<sup>er</sup> juin 1971 au plus tard.

Pendant la durée du recensement, le Bureau du Commissaire aux langues officielles n'a pas cessé de recevoir, en nombre croissant, des plaintes concernant les aspects linguistiques des méthodes de recensement. Provenant presque toutes de francophones, elles entraient dans les catégories suivantes :

1. questionnaires unilingues anglais distribués à des francophones;
2. service de renseignements par téléphone fourni en anglais exclusivement dans les premiers temps du recensement;
3. envoi d'agents de recensement anglophones unilingues dans des districts francophones.

Au total, le Commissaire a reçu 63 plaintes émanant de particuliers, d'associations francophones reconnues à l'échelon provincial et de porte-parole de différents groupements. En procédant à des contrôles répétés et à de soigneuses vérifications téléphoniques pendant plusieurs jours, le Bureau du Commissaire estima que cette affaire touchait près de 60 000 ménages, ce qui représente un nombre évidemment bien supérieur d'individus dont les droits linguistiques ont été violés d'une manière ou d'une autre.

Face à une telle situation, le Commissaire jugea que cette affaire mettait en jeu le devoir qui lui est fait par la Loi de protéger les droits linguistiques. Il craignait surtout que les pénalités dont est passible, aux termes de la Loi sur la statistique, toute personne qui refuse ou néglige de répondre, ne fassent peur à de nombreux citoyens et que, en dépit des déclarations rassurantes du statisticien en chef et du ministre dont il dépend, ces citoyens en arrivent à renoncer de fait à leurs droits linguistiques. Par ailleurs, pensait-il, ne pas agir pourrait mettre en danger la crédibilité même de la Loi sur les langues officielles. Le Commissaire résolut donc de faire un rapport spécial au Parlement sur le déroulement du recensement de 1971. Ledit rapport, qui fut soumis au Parlement le 21 juin 1971, contenait, outre un texte explicatif et la correspondance échangée entre le statisticien en chef du Canada et le Commissaire, trois recommandations précises :

1. qu'aussi longtemps que des personnes n'auront pas encore rempli et retourné le questionnaire du recensement pour une raison liée au

institutionnel, c'est-à-dire de garantir que, en ce qui concerne la langue de service, tous les ministères et organismes fédéraux soient dotés d'un nombre suffisant de fonctionnaires bilingues pour pouvoir servir leur clientèle dans les deux langues officielles, comme l'exige la Loi. Il ajoutait qu'une telle politique n'imposait pas à tous les fonctionnaires de tous les échelons l'obligation d'être bilingues ou de le devenir, pas plus que la Loi n'exige de tous les citoyens canadiens qu'ils deviennent bilingues.

## COMMISSION NATIONALE DES LIBÉRATIONS CONDITIONNELLES

### *Dossier n° 521 — Rapport annuel*

Un juge francophone signale qu'il a reçu de la Commission un rapport en anglais intitulé : « Canada's Parole System » et qu'il l'a retourné immédiatement au ministre concerné.

La Commission a souligné qu'elle a l'habitude d'envoyer ses documents dans la langue d'usage de celui qui en fait la demande, et elle a envoyé au Commissaire un exemplaire des versions française et anglaise du rapport. La Commission a ajouté, cependant, que si elle envoie une brochure à un juge de l'Ouest canadien, il est d'usage de lui adresser un exemplaire en anglais à moins d'avoir de bonnes raisons de croire qu'il désire la version française.

L'instruction a révélé que la plainte était fondée. Le Commissaire a informé l'organisme que le fait qu'une personne porte un nom à consonnance française, même si elle réside dans un milieu en grande majorité anglophone, constitue une présomption suffisante pour l'inciter à utiliser le français. Évidemment, le moyen le plus sûr de connaître la langue préférée d'une personne est encore de la lui demander.

### *Dossier n° 739 — Communiqué en anglais*

La direction d'un hebdomadaire de langue française de l'Alberta fait grief à la Commission de lui avoir transmis, pour publication, un communiqué rédigé en anglais.

Le ministère du Solliciteur général a indiqué qu'il s'agissait là d'un pur oubli et que des mesures avaient été prises pour qu'à l'avenir tout document distribué au public le soit dans les deux langues officielles simultanément.

10. que chaque équipe du service de sécurité et de surveillance des institutions de Dorchester et de Springhill comprenne au moins un membre bilingue;

11. qu'il soit tenu compte des réalités linguistiques avant de transférer un francophone au pénitencier de Dorchester;

12. que les directeurs des institutions de Dorchester et de Springhill s'assurent que les recommandations des comités de détenus tiennent dûment compte de l'égalité que confère à nos deux langues vernaculaires principales la Loi sur les langues officielles;

13. que les comités de rééducation et de formation comprennent un membre bilingue lorsqu'ils étudient les demandes formulées en français; et

que l'on accorde aux francophones le droit de s'exprimer en français devant toute cour disciplinaire.

*Dossiers nos 637, 641, 648, 660 — Insignes d'épaulé bilingues*

L'adoption d'insignes d'épaulé bilingues portant la mention « SOLICITEUR GÉNÉRAL » au dessus de l'inscription « SOLICITEUR GÉNÉRAL » sur l'uniforme du personnel du Service canadien des pénitenciers a donné lieu aux plaintes dont il est question ci-dessous. A la suite de la promulgation de sa directive, le Commissaire des pénitenciers a reçu un certain nombre de protestations de chefs syndicaux qui s'élevaient contre l'adoption de ces nouveaux insignes. La presse fit alors une large place à cette controverse. Deux citoyens du Manitoba décidèrent qu'ils ne porteraient ni n'emploieraient les insignes parce que, soutenait l'un d'eux, cette mesure qui était dans la ligne de la politique fédérale en faveur du bilinguisme était déplacée dans l'Ouest canadien. Une habitante de l'Alberta a soulevé des objections semblables et exprimé son opposition à tous les aspects de la politique du bilinguisme.

Le Commissaire des pénitenciers demanda l'avis du Commissaire aux langues officielles sur cette question. Ce dernier lui répondit que l'adoption des insignes bilingues était jugée conforme à l'esprit de la Loi. Le Commissaire a rappelé aux plaignants que la Loi sur les langues officielles accordait à l'anglais et au français un statut, des droits et des privilèges égaux quant à leur emploi dans toutes les institutions du Parlement et du gouvernement du Canada, et que le Service canadien des pénitenciers faisait partie desdites institutions. Les objections formulées contre l'adoption des insignes bilingues n'ont pas établi que celle-ci allait à l'encontre de l'intention du législateur et constituait une infraction à l'esprit de la Loi. Le Commissaire a en outre informé les plaignants que son Bureau s'occupait essentiellement du bilinguisme

des mesures utiles ont déjà été prises et d'autres sont à l'étude en vue d'assurer aux détenus dans les plus brefs délais un régime linguistique conforme à la lettre et à l'esprit de la Loi sur les langues officielles.

Le Commissaire aux langues officielles a fait les recommandations suivantes :

1. que le ministre du Solliciteur général fournisse, dès maintenant, des services bilingues aux détenus des pénitenciers de Dorchester et de Springhill;

2. que le personnel des services d'admission ou d'accueil des institutions de Dorchester et de Springhill soit bilingue afin que les détenus soient reçus dans la langue officielle de leur choix; et

que les formules administratives soient bilingues et remplies dans la langue officielle du détenu;

3. que le Service canadien des pénitenciers prenne toute mesure indispensable pour que les spécialistes offrent leurs services aux détenus francophones de Dorchester et de Springhill dans la langue officielle de leur choix;

4. que, si le besoin s'en faisait sentir, des mesures soient prises afin que les détenus francophones puissent bénéficier des soins des médecins en français;

5. que les détenus francophones reçoivent les soins psychiatriques dans leur langue;

6. que des mesures soient prises pour que les détenus francophones qui le désirent puissent accéder sur place à l'enseignement scolaire dans les mêmes conditions que les anglophones;

7. qu'en désignant de nouveaux postes bilingues, le ministère s'assure qu'il y a au moins un enseignant bilingue dans chacun des ateliers de spécialisation;

8. que la direction des institutions de Dorchester et de Springhill prenne des mesures pour accroître le pourcentage des livres français afin d'offrir à la minorité francophone un choix de livres plus diversifié; et

que le Commissaire des pénitenciers étudie la possibilité d'allouer aux institutions de Dorchester et de Springhill, respectivement, une somme de \$1 000 pour l'achat de livres français afin d'équilibrer le plus rapidement possible le pourcentage actuel de titres français et anglais en bibliothèque;

9. que le Commissaire des pénitenciers prenne les mesures nécessaires pour que les détenus de Dorchester et de Springhill puissent suivre les programmes de radio et de télévision de langue française;

demande. La G.R.C. a répondu qu'elle avait décidé de poster un gendarme bilingue à Bonnyville.

## SERVICE CANADIEN DES PÉNITENCIERS

*Dossiers nos 646 et 691 — Services bilingues aux détenus de Dorchester (N.-B.) et Springhill (N.-E.)*

Une association culturelle du Nouveau-Brunswick s'est plainte auprès du Commissaire de ce que les détenus francophones du pénitencier de Dorchester étaient victimes de discrimination. Vers la même période, un groupe d'étudiants a déploré l'absence de services récréatifs, éducatifs et d'information en français pour les détenus francophones des institutions de Dorchester et de Springhill, et il a également demandé au Commissaire de faire enquête.

Devant le caractère spécial de l'enquête à amorcer, le Commissaire s'est rendu à Dorchester. Cette instruction préliminaire fut immédiatement suivie d'une visite des institutions concernées par un agent du Service des plaintes accompagné du conseiller en bilinguisme du Service canadien des pénitenciers.

Après avoir obtenu tous les renseignements utiles, incluant ceux d'un groupe de détenus francophones à Dorchester, le Commissaire a conclu qu'il y aurait lieu de signaler au Commissaire des pénitenciers de nombreuses lacunes d'ordre linguistique en ce qui a trait aux services offerts aux détenus francophones des institutions de Dorchester et de Springhill.

Ces lacunes s'expliquent, en partie, par le fait que les cadres supérieurs des institutions n'avaient pas été informés de la politique ministérielle globale en matière de bilinguisme visant les services de correction et de réhabilitation ainsi que les services sociaux. Elles s'expliquent, également, par le fait que le ministre du Solliciteur général n'avait pas jugé opportun d'établir un régime linguistique bilingue, en l'absence de la proclamation de districts bilingues par le Gouvernement en conseil. D'autre part, les détenus francophones eux-mêmes n'avaient pas réclamé avec insistance la prestation de services en français, le régime de détention ne militant guère en faveur d'un activisme linguistique.

Le Commissaire des pénitenciers a communiqué son accord de principe sur les treize recommandations qui lui avaient été soumises à la suite de l'inspection. Il a informé le Commissaire aux langues officielles que le Service canadien des pénitenciers s'efforçait de mettre en marche un programme qui lui permettrait de fournir des services bilingues aux détenus dans toute institution où il y a une demande importante et dans la mesure où il lui sera possible de le faire. Enfin,

à un poste de police de la Ville de Montréal de communiquer avec lui en langue anglaise parce qu'il n'employait pas de traducteurs.

La Direction générale de la G.R.C. était au courant de cet incident avant même qu'elle ne reçoive le préavis du Commissaire. Son enquête a révélé que la demande de son bureau de Winnipeg était tout à fait déplacée et contraire à sa politique administrative. Selon la G.R.C., cette division était en mesure de répondre en français à des demandes de renseignements formulées dans cette langue. Enfin, l'institution a assuré le Commissaire que des mesures énergiques avaient été prises afin de prévenir la répétition de telles contraventions à la Loi sur les langues officielles.

*Dossier n° 549 — Au téléphone*

Un francophone fait grief à la Direction générale de la G.R.C. à Ottawa de ne pas servir le public dans sa langue. À quatre reprises, il n'a pu obtenir une réponse en français à ses appels téléphoniques au numéro indiqué pour l'obtention de renseignements.

L'instruction a révélé qu'il y avait deux membres bilingues de l'action pour recevoir les visiteurs et répondre aux appels téléphoniques aux moments où le plaignant a téléphoné. L'organisme a toutefois admis la possibilité que l'un ou les deux préposés aient été momentanément occupés à remplir d'autres tâches et qu'une personne unilingue ait répondu aux appels. Le Commissaire a recommandé à la G.R.C. de prendre les mesures nécessaires afin d'assurer en tout temps à toute personne qui compose le numéro « information » un service dans la langue officielle de son choix.

*Dossier n° 616 — En automobile*

Une association culturelle de la Saskatchewan souligne que les automobiles utilisées par la G.R.C. à Regina pour l'entraînement des recrues à la conduite automobile portent seulement l'inscription anglaise « Driver Training ».

L'instruction a révélé que l'institution a dressé un programme visant à rendre bilingue tous les écrivains, enseignants et panneaux unilingues anglais du centre de Regina. Des mesures ont été prises pour corriger immédiatement l'inscription mise en cause.

*Dossier n° 759 — A Bonnyville*

Un francophone de Bonnyville affirme que les six membres de la G.R.C. en poste dans cette ville partiellement d'expression française sont unilingues anglais.

Le Commissaire a invité la G.R.C. à prendre en considération la nécessité d'affecter assez de gendarmes bilingues pour répondre à la

Promenade de l'Outaouais, et d'avoir reçu de ce corps policier fédéral une sommation rédigée uniquement en anglais. Il requiert l'intervention immédiate du Commissaire en soulignant qu'il ne paiera pas l'amende indiquée aussi longtemps que la sommation ne sera pas écrite en français.

Le Commissaire a fait part au plaignant que l'assignation qu'il a reçue à la suite de cet incident provenait non pas de la G.R.C., mais des autorités judiciaires de la province d'Ontario, division Ottawa-Carleton. Comme la date à laquelle le plaignant devait acquitter la somme prévue dans la sommation ou comparaître en Cour provinciale (division criminelle) était proche, le Commissaire, dans le but d'éviter à cette personne des ennuis additionnels, a porté la plainte à l'attention d'un fonctionnaire du bureau du greffier de la Cour. Ce dernier a indiqué qu'il ferait tenir au plaignant une sommation rédigée en français et qu'il ferait reporter de sept jours la date de la comparution prévue.

D'autre part, la G.R.C. a reconnu que le plaignant avait droit de recevoir un service en français et que son agent, compte tenu du désir du plaignant de s'expliquer en français, aurait dû appeler à son aide un des agents bilingues qui étaient de service. Enfin la G.R.C. attribue le manquement de son agent à un oubli et assure le Commissaire que des mesures ont été prises afin d'éviter la répétition de plaintes analogues.

#### *Dossier n° 483 — Chez le Gouverneur général*

Une francophone déclare n'avoir pu obtenir des renseignements en français de deux membres de la G.R.C. de faction à la résidence du Gouverneur général à Ottawa.

L'enquête a montré que, pendant la période indiquée par la plaignante, aucun des deux gendarmes de faction n'était bilingue. Disposant d'un nombre insuffisant de membres bilingues, le détachement de surveillance avait néanmoins assuré un service bilingue pour une période de seize heures sur vingt-quatre le jour de la visite. De plus, les cadres bilingues du détachement sont passés de 14 à 64 p. 100, ce qui devrait permettre à la G.R.C. de fournir en tout temps aux visiteurs des services dans les deux langues officielles.

#### *Dossier n° 548 — A Winnipeg*

Une société culturelle du Manitoba porte à l'attention du Commissaire un grief mettant en cause la Division de Winnipeg de la G.R.C. Elle soumet, à cette fin, un article publié dans un quotidien français de Montréal selon lequel l'organisme fédéral aurait demandé

Après avoir obtenu la permission de l'auteur, le Commissaire a voulu donner suite aux questions soulevées dans cette contribution personnelle.

A la suite de plusieurs entretiens avec le Commissaire de la G.R.C. et d'une étude spéciale entreprise de sa propre initiative sur les services de cet organisme, le Commissaire s'est déclaré satisfait que l'institution ait inscrit parmi ses priorités l'obligation de communiquer avec le public et de lui fournir ses services selon les exigences de la Loi sur les langues officielles. La G.R.C. a adopté plusieurs mesures visant à accroître sa capacité bilingue et d'autres sont présentement à l'étude. Il va sans dire que les résultats pratiques sont plus évidents à l'échelle de l'administration centrale à Ottawa et en ce qui touche les services offerts ou fournis au public dans la région de la capitale nationale. Enfin, depuis plusieurs années, la plupart des membres de ce corps policier en service au Québec sont bilingues.

L'instruction a établi que la G.R.C. est consciente du fait qu'elle sera appelée à augmenter sensiblement sa capacité bilingue dans les autres régions du Canada à la suite de la création éventuelle des districts bilingues. Comme ses effectifs bilingues sont présentement de l'ordre de 10 p. 100 et que ses programmes de formation linguistique n'ont pas permis jusqu'ici de combler tous les postes nécessitant une connaissance des deux langues officielles, il existe actuellement un écart important entre la demande de services en français et la capacité de l'organisme d'y répondre effectivement avec un personnel compétent. Plusieurs provinces ou municipalités ont recours par contrat à la G.R.C. pour assurer leurs services policiers. Bien qu'elle demeure une institution du gouvernement du Canada, la G.R.C., dans l'exécution de ce mandat spécifique, relève exclusivement des autorités provinciales ou municipales compétentes et doit se soumettre, le cas échéant, au régime linguistique en vigueur dans les endroits concernés. Telle serait la situation dans le cas de plusieurs documents émis par la G.R.C. en Saskatchewan, dont les sommations et les mandats d'arrêt mentionnés dans le mémoire.

Le Commissaire s'est dit convaincu que l'objet de la plainte soulève des questions complexes et que la G.R.C. entend y apporter des solutions concrètes par la mise en œuvre de programmes appropriés. Il a assuré le plaignant qu'il suivra de près l'implantation et l'expansion du bilinguisme institutionnel au sein de la G.R.C. afin que les services offerts au public soient en tous points conformes à la Loi sur les langues officielles.

#### *Dossier n° 405 — Dans la capitale nationale*

Un francophone fait grief à la G.R.C. de n'avoir pu obtenir des services en français après avoir été arrêté pour excès de vitesse sur la

Ce ministère regroupe trois organismes : la Gendarmerie royale du Canada, le Service canadien des pénitenciers et la Commission nationale des libérations conditionnelles. Tous ces éléments ont retenu l'attention du Commissaire au cours de l'année financière. La Gendarmerie royale du Canada, en particulier, de par sa présence en maints endroits au Canada, a fait l'objet de plaintes portant sur la langue de service. Ses ressources humaines bilingues sont présentement insuffisantes pour lui permettre d'offrir une présence bilingue partout au Canada, mais l'institution a fait des progrès marqués en ce qui concerne la fourniture de services bilingues, spécialement dans la région de la capitale nationale. D'autre part, la présence des détenus francophones dans les institutions pénitentiaires en milieu à majorité anglophone laisse prévoir un problème épineux dont le Service canadien des pénitenciers a été saisi par le Commissaire et dont la solution pratique ne pourra s'effectuer qu'avec beaucoup d'imagination. Bref, la mise en vigueur de la Loi sur les langues officielles au sein du ministère du Solliciteur général présente des problèmes particuliers auxquels les organismes et la haute direction du ministère doivent s'attaquer avec détermination.

## GENDARMERIE ROYALE DU CANADA

*Dossier n° 89 — Dans les Prairies*

Dans un mémoire présenté au Comité spécial mixte sur la Constitution du Canada, un francophone de la Saskatchewan se plaint du peu d'importance accordée par un organisme fédéral à la politique de promotion du bilinguisme du gouvernement du Canada. Dans son témoignage, il déplore que la plupart des membres de la Gendarmerie royale du Canada dans les provinces de l'Ouest ne peuvent comprendre ou parler le français. Il est bien connu, ajoute-t-il, que la connaissance du français n'est aucunement exigée des recrues anglophones, ni à leur admission, ni pendant leur entraînement. Il signale que les documents tels que sommations et mandats d'arrêt utilisés par la G.R.C. en Saskatchewan sont unilingues anglais, bien qu'émis au nom de Sa Majesté la Reine, souveraine d'un pays bilingue. Citant un passage d'un texte paru dans l'Annuaire du Canada, édition de 1968 : « La Gendarmerie royale du Canada applique les lois fédérales partout au Canada », le plaignant est d'avis que ce rôle transcende le mandat qu'a reçu la G.R.C. par contrat de veiller à l'application des lois provinciales en dehors du Québec et de l'Ontario et implique, *de facto*, l'obligation pour les membres de ce corps de police de connaître les deux langues officielles.

Le Secrétaire d'Etat a expliqué que le contrat entre le gouvernement du Canada et Jeunesse Canada Monde stipulait que l'organisme devait fournir des services bilingues. Le Secrétaire d'Etat lui a donc transmis la plainte.

Un francophone se plaint du fait qu'Information Canada à Montréal n'a pas en librairie d'exemplaires en français du rapport du comité spécial du Sénat « La Pauvreté au Canada », alors que la version anglaise existe déjà.

Le comité a souligné qu'il n'y avait eu aucun écart de parution entre les versions anglaise et française, que celles-ci avaient été déposées simultanément au Sénat par le président du comité le 10 novembre 1971, et que des exemplaires avaient été remis aux journalistes.

Le comité a ajouté qu'il y avait eu, toutefois, un retard dans la mise en vente de la version française. Après le dépôt du rapport, le président du comité, qui avait été saisi de la qualité douteuse de la version française, s'était empressé d'y apporter les corrections nécessaires. Le Commissaire a recommandé au président du Sénat d'inviter tous les comités relevant de sa compétence à prendre les mesures appropriées pour que des incidents semblables ne se renouvelent pas.

#### *Dossier n° 560 — Salutations à l'entrée principale*

Un journaliste francophone prétend qu'on s'adresse toujours à lui en anglais quand il se présente à l'entrée principale du Sénat et que c'est toujours dans cette langue que le garde lui demande ce qu'il veut ou s'il est journaliste. Le plaignant estime qu'il se rend assez souvent au Sénat pour que les gardes le connaissent, de vue au moins, et sachent qu'il est francophone.

L'instruction a révélé qu'il n'existait pas de directives demandant qu'on accueille les visiteurs en anglais seulement. On a pris des mesures pour rectifier la situation et donné des instructions pour accueillir tous les visiteurs du Sénat par une courte phrase dans les deux langues officielles.

Seulement sept des 23 constables sont unilingues anglais et on leur a remis un petit lexique d'expressions françaises auxquelles ils pourront avoir recours lorsqu'ils auront affaire à des francophones. Toutes les nouvelles recrues du Service de sécurité doivent maintenant être bilingues.

Un francophone se plaint de n'avoir pu obtenir, lorsqu'il a téléphoné à la Division de la recherche et de la documentation, Direction de la citoyenneté, des renseignements en français sur les Droits de l'homme parce que la préposée n'avait pas une connaissance suffisante du français.

Le Secrétaire d'Etat a informé le Commissaire qu'il y avait eu effectivement une période au cours de laquelle la préposée aux renseignements ne pouvait s'exprimer aisément en français. Il a ajouté qu'à partir de la mi-avril 1971, on était en mesure de répondre en français aux demandes de renseignements.

Dossier n° 395 — *Note en anglais à un francophone*

Un francophone reçoit, annexé à des documents venant du Secrétaire d'Etat, un papillon avec une note écrite en anglais.

Le ministre a regretté cette erreur commise par inadvertance et a pris des mesures pour que cette situation ne se représente plus.

Dossier n° 716 — « *Culturel* » ou « *ethnique* » ?

Un anglophone s'élève contre une déclaration de l'hon. Gérard Pelletier affirmant que le Secrétaire d'Etat préférerait l'emploi du mot « culturel » à celui de « ethnique ».

Le Commissaire a décidé que ce fait ne portait en rien atteinte au statut d'égalité dont jouissent le français et l'anglais à titre de langues officielles et ne constituait donc pas une infraction à la Loi.

Dossier n° 740 — *Communiqué unilingue*

La direction d'un hebdomadaire de langue française se plaint d'avoir reçu du Secrétaire d'Etat un communiqué rédigé en anglais.

Le ministre a expliqué qu'il s'agissait d'une « malencontreuse erreur » et non pas d'une pratique courante. La distribution des communications se fait généralement de façon mécanique, chaque plaque indiquant la langue du destinataire. Dans le cas précité, il y a eu, selon le ministre, une distribution locale; les documents ayant été adressés à la main, on a tout simplement omis d'indiquer, selon le code habituel, que le destinataire devrait recevoir une copie française du document. Le Secrétaire d'Etat a assuré le Commissaire que ses services d'Information avaient pris les mesures nécessaires afin d'éliminer de telles erreurs à l'avenir.

Dossier n° 826 — *Jeunesse Canada Monde*

Un francophone reçoit une lettre-formule en anglais de Jeunesse Canada Monde, organisme subventionné par le Secrétaire d'Etat.

En réponse, le Secrétariat d'Etat a précisé que le journal « En Route » ne constituait pas une publication officielle, mais était le produit d'un programme de communication et de publicité auprès des jeunes qui participent à Perspectives-Jeunesse ainsi qu'au programme destiné à la jeunesse itinérante au cours de l'été 1971. La publication en a été confiée à un groupe de jeunes travaillant sous la direction d'un journaliste professionnel. Il s'agit donc d'une publication qui reçoit l'appui financier du Secrétariat d'Etat, mais qui conserve une large part d'autonomie et ne peut donc être désignée comme publication officielle.

Le Secrétariat d'Etat a souligné d'autre part que le journal « En Route » avait été conçu comme une publication qui devait répondre aux attentes de ses lecteurs anglophones et francophones. Pour ce faire, il doit contenir en quantité et qualité satisfaisantes des textes et articles originaux en langue française de même que des traductions des renseignements officiels qui y sont publiés.

L'édition du 7 juillet n'a pas satisfait le Secrétariat d'Etat à cause de la place relativement restreinte accordée au français. Le groupe responsable de sa publication en fut informé et les éditions subséquentes du journal marqueront des progrès à ce chapitre.

• Trois francophones rapportent que le Secrétariat d'Etat a engagé, pour la réalisation de son programme Perspectives-Jeunesse en Nouvelle-Ecosse, quatre représentants anglophones unilingues.

A la suggestion du Commissaire d'ajouter une personne apte à répondre aux besoins de la population francophone, le Secrétariat d'Etat a répondu que cette responsabilité avait été confiée à un des représentants bilingues en poste au Nouveau-Brunswick. Il a ajouté qu'il était conscient que la relation entre les participants et les agents tout au long de la réalisation des projets constituait un élément important du programme et qu'il était essentiel que les participants trouvent l'appui moral ou technique nécessaire à la bonne marche de leurs projets. C'est pourquoi il a décidé d'embaucher un agent de projets francophone qui passerait tout l'été en Nouvelle-Ecosse.

### *Dossier n° 189 — Qualité du français*

Une étudiante se plaint de la qualité du français d'une formule distribuée à des étudiants universitaires par le Secrétariat d'Etat. Elle croit en effet qu'on ne peut comprendre le texte français sans se reporter à la version anglaise.

L'examen du texte français a révélé que les termes avaient été choisis de façon à donner au questionnaire une signification aussi précise que possible. Le Commissaire a estimé que le texte, tout en étant loin de la perfection, pouvait être considéré comme acceptable.

*Dossiers nos 91 et 310 — Service de l'enregistrement de la citoyenneté*

• Un francophone de Regina déclare que, contrairement à sa demande, le Secrétariat d'État a rempli en anglais son certificat de citoyenneté canadienne.

Le ministère a indiqué qu'il avait effectivement envoyé au plaignant, en juillet 1969, soit environ deux mois avant l'entrée en vigueur de la Loi sur les langues officielles, un certificat de citoyenneté libellé en anglais plutôt qu'en français. Afin de corriger cette erreur, le Registraire de la citoyenneté a pris les dispositions nécessaires pour que le certificat du plaignant soit remplacé par un certificat en français. De plus, le ministère a assuré le Commissaire qu'il veillerait à l'avenir à éviter des erreurs de ce genre.

• Un francophone de Montréal écrit en français au Service de l'enregistrement de la citoyenneté et reçoit une réponse en anglais.

Le Secrétariat d'État a informé le Commissaire qu'il avait pour principe de répondre aux communications qu'il reçoit dans la langue du correspondant. Tout en soulignant au Commissaire qu'il regrettait cette erreur, il lui a donné l'assurance qu'il prendrait les mesures nécessaires pour que les correspondants reçoivent des communications dans leur langue.

*Dossiers nos 421, 444, 450, 465, 717, 722 — Programme Perspectives-jeunesse*

• Huit francophones du Nouveau-Brunswick se plaignent d'avoir reçu des documents en anglais (lettres-formules et formules de demande de fonds).

Le ministère a déclaré qu'en règle générale, Perspectives-Jeunesse adoptait dans ses communications la langue officielle de ses correspondants. À cause du volumineux courrier qu'il reçoit, Perspectives-Jeunesse se voit souvent obligé d'utiliser des lettres-formules pour répondre d'une façon plus expéditive. C'est sans doute par inadvertance, selon le ministère, que des communications en langue anglaise ont été adressées aux plaignants. Le Secrétariat d'État a regretté ces erreurs et a demandé aux responsables de Perspectives-Jeunesse de prendre les dispositions nécessaires pour qu'elles ne se reproduisent pas.

• Un francophone déplore le fait que l'édition du 7 juillet du journal « En Route » publié par le Secrétariat d'État fait peu de place au français. Il signale en outre que sa mise en page joue contre le français qui se trouve surtout relégué aux deux dernières pages.

Un francophone du Québec téléphone au service de l'Information du ministère et la téléphoniste est absolument incapable de comprendre le moindre mot de ce que lui dit son interlocuteur en français.

Le ministère a indiqué que les dispositions nécessaires avaient été prises pour désigner un poste téléphonique destiné à l'usage du public désireux d'obtenir des renseignements sur les activités du ministère. Cette responsabilité qui relevait déjà du service du personnel était désormais confiée au directeur du service de l'Information. Une standardiste bilingue devait être en tout temps affectée à ce poste.

*Dossier n° 607 — Réponse en anglais*

Une francophone reproche au bureau régional du ministère (allocations familiales) à Edmonton d'avoir répondu en anglais à une lettre rédigée en français.

Le ministère a admis la possibilité d'erreurs dans ce domaine étant donné le volume considérable de travail à certaines périodes de l'année. Le ministère a informé le Commissaire qu'à la suite de cette plainte, des directives avaient été émises rappelant aux fonctionnaires du bureau d'Edmonton la nécessité d'être particulièrement vigilants en ce qui concerne l'usage des deux langues officielles.

*Dossier n° 628 — Demande d'allocations aux jeunes*

Un francophone de la Nouvelle-Ecosse déclare qu'après avoir complété en français une formule de demande d'allocation aux jeunes, il a reçu du directeur régional des allocations familiales sa formule accompagnée d'une carte le priant en anglais de bien vouloir répondre aux questions marquées d'un « X » rouge.

Le ministère a précisé qu'un employé surnuméraire s'était occupé de ladite correspondance sans remarquer que la formule avait été complétée du côté français. Les commis permanents vérifient avec plus de soin et n'auraient pas retourné une formule pour la seule raison que le côté anglais n'était pas rempli.

Le directeur régional a porté l'incident à l'attention de tous les employés permanents et surnuméraires et leur a rappelé leurs responsabilités en vertu de la Loi sur les langues officielles. Il a, de plus, écrit lui-même en français au correspondant pour lui expliquer les circonstances dans lesquelles l'incident s'était produit.

Une francophone de la Nouvelle-Ecosse soumet au ministère une demande d'allocation familiale remplie en français. La demande lui revient avec un feuillet indiquant qu'on devait remplir le côté anglais de la fiche.

Saisi de cette violation de la Loi, le ministère a répondu que son commis n'avait pas remarqué que la plaignante avait rempli sa fiche du côté français. Le bureau de la Nouvelle-Ecosse reçoit peu de fiches remplies dans cette langue, mais son personnel sait quand même comment les traiter et ne les retournerait pas uniquement parce que le côté anglais n'a pas été rempli. Le ministère a ajouté que la plaignante lui avait envoyé plusieurs fois depuis 1953 des demandes formulées en anglais et que l'ordinateur contenait en conséquence des données en anglais. C'est ce facteur, joint au fait que le bureau avait reçu beaucoup de demandes en septembre, qui a donné naissance à la plainte.

Le directeur régional a néanmoins rappelé aux membres de son personnel leurs obligations et désormais les dossiers de l'ordinateur ainsi que les données de la plaque porteraient l'abréviation « Mme » au lieu de « Mrs ». De plus, il a présenté ses excuses à la plaignante.

*Dossier n° 481 — Services d'information et annuaire*

Un francophone signale au Commissaire qu'il est impossible d'obtenir en français des renseignements de la part des services d'information du ministère et que l'annuaire du ministère n'est pas publié dans les deux langues.

Le ministère a indiqué que ses services d'information étaient en mesure de répondre aux demandes dans les deux langues et qu'une personne bilingue était affectée au standard des services en question. En outre, il a publié des directives invitant chaque direction à répondre aux demandes de renseignements dans les deux langues.

En ce qui concerne l'annuaire, le ministère a reconnu l'existence d'une seule version. Toutefois, il a déclaré qu'une édition bilingue paraîtrait dans un avenir rapproché.

*Dossier n° 526 — Lettre en anglais*

Une francophone des Maritimes reçoit une lettre en anglais du ministère. Cependant, le ministère lui a expédié ultérieurement de la documentation en français.

Le ministère a communiqué lui-même avec la correspondante pour s'excuser de l'impair commis par inadvertance.

Un francophone fait grief aux bureaux régionaux du Régime de pensions du Canada et de la Sécurité de vieillesse à Edmonton (ministère de la Santé nationale et du Bien-être social) de ne pas lui avoir envoyés des formules dans la langue de son choix. Il reproche également au bureau régional de la Sécurité de vieillesse d'avoir répondu en anglais à une lettre adressée en français.

A la demande du Commissaire, le ministère a confirmé que les formules en question étaient bilingues. Le ministère a indiqué également que sa politique générale exige que les lettres en français reçoivent une réponse dans cette langue. Il se peut toutefois que le plaignant ait été victime d'une erreur. Le ministère a offert de procéder à une enquête plus approfondie et a demandé le nom du plaignant. Ce dernier n'a pas donné au Commissaire l'autorisation de révéler son identité. L'enquête a donc dû être interrompue. Le plaignant s'est cependant dit satisfait de la réponse offerte par le ministère.

*Dossier n° 376 — Questionnaire en anglais*

Le plaignant fait grief au ministère d'avoir envoyé à une association francophone un questionnaire en anglais à propos d'un projet de recherches relevant de la Direction de la capacité physique et du sport amateur.

Le ministère a déclaré qu'il avait préparé des questionnaires dans les deux langues officielles mais que son coordonnateur régional avait supposé que les responsables qui devaient les recevoir étaient des anglophones. Le Commissaire a recommandé que les dispositions nécessaires soient prises dans les plus brefs délais afin de servir le public dans les deux langues officielles.

*Dossier n° 407 — Lettres en anglais*

Le plaignant fait grief au ministère d'avoir adressé des lettres en anglais à ses parents francophones.

Le ministère a indiqué qu'il déplorait ces erreurs et qu'il prendrait toutes les mesures nécessaires pour qu'elles ne se répètent plus.

*Dossier n° 456 — Étiquette unilingue*

Un francophone reproche au ministère de se servir d'une étiquette unilingue anglaise pour l'envoi de colis.

Le ministère a répondu qu'il rendrait l'étiquette bilingue aussitôt que possible.

recommandé que le ministère, par un déploiement plus efficace de ses effectifs, assure à toute personne qui compose le numéro des renseignements un service sans délai dans la langue officielle de son choix.

*Dossier n° 748 — A Edmonton*

Un francophone se présente au bureau d'Edmonton et ne peut, selon sa déclaration, obtenir en français de la part des dix fonctionnaires présents les renseignements sur l'impôt dont il a besoin. Une personne n'appartenant pas au service de l'impôt aurait été appelée à son aide.

Le ministère a signalé que la réception au bureau d'Edmonton où doivent se présenter tous les contribuables est située au rez-de-chaussée. Quiconque veut discuter de ses problèmes en français est acheminé au premier étage où l'hôtesse, qui a été prévenue, fait le nécessaire pour qu'un fonctionnaire bilingue le prenne en charge. Une conseillère qualifiée s'occupe de la plupart des demandes formulées en français. D'après l'enquête du directeur, elle n'aurait procédé à une interview au comptoir du rez-de-chaussée qu'en une seule occasion, soit au début de février. Un vérificateur-comptable de la section des contributions des entreprises fait également des interviews et il a assuré son directeur qu'il avait fourni tous les renseignements demandés aux cinq francophones qui se sont adressés à lui entre les 16 février et 23 mars.

Selon le ministère, le directeur du bureau apporte une attention particulière à la qualité du service que fournissent au public ses préposés aux renseignements. Pour pousser son enquête plus loin, il aurait eu besoin de renseignements plus précis. Tenant compte du fait que son bureau comptait neuf personnes qui pouvaient traiter en français des questions de fiscalité, il s'expliquait difficilement comment le fonctionnaire qui s'était présenté au plaignant n'avait pu donner les renseignements exigés.

Pour que le ministère soit en mesure de préciser qui est responsable de l'incident rapporté, il aurait aimé connaître le nom du plaignant, la date et l'heure de sa visite, la nature des renseignements demandés ainsi que le délai qu'il a fallu pour qu'une personne bilingue vienne s'occuper de lui. Le plaignant n'a pas accédé à cette demande formulée par le ministère.

Néanmoins, afin d'éliminer toute possibilité d'équivoque, le Commissaire a recommandé au ministère de faire le nécessaire pour que le déploiement du personnel bilingue du bureau en question permette toujours aux contribuables francophones d'obtenir sans retard et dans leur langue l'aide dont ils pourraient avoir besoin.

Un francophone téléphonique au bureau régional d'Ottawa pour demander des renseignements. La personne unilingue qui lui répond dit qu'il n'y a personne de disponible pouvant lui parler en français à ce moment-là. Elle lui suggère soit de rappeler plus tard, soit de lui expliquer en anglais l'objet de son appel.

Le ministre a expliqué que c'est sa politique d'assurer à tout citoyen un service dans la langue officielle de son choix. Au bureau du district d'Ottawa, dix préposés répondent aux appels au numéro des renseignements généraux. Les deux unilingues doivent renvoyer les demandes qu'ils reçoivent de francophones à des agents bilingues. Il est probable que l'appel en question soit arrivé à un de ces rares moments où les huit employés bilingues étaient tous occupés. Le Commissaire a

*Dossier n° 657 — Au téléphone*

Un francophone téléphonique au bureau régional d'Ottawa pour demander des renseignements. La personne unilingue qui lui répond dit qu'il n'y a personne de disponible pouvant lui parler en français à ce moment-là. Elle lui suggère soit de rappeler plus tard, soit de lui expliquer en anglais l'objet de son appel.

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Un francophone téléphonique au bureau régional d'Ottawa afin d'obtenir des renseignements. Un fonctionnaire unilingue anglais répond et passe le combiné à un collègue bilingue. Selon le plaignant, cette personne lui répond en français mais, au lieu de lui offrir le service, le sermonne sur le surcroît de travail et les frais qu'entraîne le fait que des francophones exigent d'être servis en français. Le plaignant s'étonne de ces propos.

*Dossier n° 640 — Un contributeur étonné*

autres personnes qui voulaient consulter la liste, celle-ci suivait la cote des actions de la Presse canadienne telle qu'elle paraît dans les journaux de langue anglaise et de langue française. Cette cote est basée sur des mots-clés. Le Commissaire était disposé à croire que, dans ce cas, l'égalité de statut des deux langues officielles était respectée.

Un francophone montréalais reçoit du ministère des formules T3 unilingues anglaises.

Dès réception de la plainte, le Commissaire a téléphoné au ministre pour lui demander de faire parvenir sans délai au plaignant des formules en français. Entre-temps, le plaignant qui s'était adressé au ministère pour l'enjoindre de lui expédier ces formules, les reçoit (vraisemblablement du bureau de Montréal) accompagnées de l'original de sa lettre annotée de façon cavalière, voire insolente.

Le correspondant se plaint auprès du ministère de ce nouvel affront et réclame du ministère et du Bureau du Commissaire une enquête sur ce rebondissement imprévu de la plainte originale. À la suggestion du Commissaire, le ministère a offert, par écrit, ses excuses au plaignant. Celui-ci les a acceptées et a demandé au ministère de le tenir au courant des résultats de l'enquête que celui-ci s'était engagé à mener dans cette affaire.

#### *Dossiers nos 629 et 685 — Dans le monde des sociétés*

- Un francophone fait grief au ministère de ne pas respecter l'égaleité de statut des deux langues officielles dans la publication d'une brochure bilingue *Valuation Day Prices of Publicly Traded Shares—Prix au jour de l'évaluation des actions émis dans le public*. Le plaignant remarque que le titre français semble être une traduction littérale du titre anglais et contient une faute. Aussi l'ordre alphabétique des noms de sociétés ne respecte pas les noms français des entreprises.

- Un autre francophone remarque aussi que l'ordre alphabétique des noms de sociétés ne semble pas respecter les noms français des entreprises.

Le Commissaire a recommandé que le ministère prenne les mesures nécessaires pour éviter à l'avenir des erreurs semblables à celle qui s'était glissée dans le titre français de la brochure. Le ministère a publié un errata, et une étiquette gommée corrigeant l'erreur a été apposée sur la brochure devant être distribuée au Québec et dans la capitale nationale. Il n'a pu cependant faire parvenir ce rectificatif à toutes les personnes qui ont reçu la brochure, puisque la distribution de celle-ci n'avait pas été faite d'après une liste pré-établie.

Pour ce qui était de la liste des sociétés, seulement 189 de celles qui sont citées dans la brochure avaient des noms français inscrits au registre du ministère de la Consommation et des Corporations. La traduction vers le français des noms anglais des autres sociétés n'avait eu aucune valeur légale. Par ailleurs, certains noms de sociétés apparaissaient uniquement en français. Pour aider les courtiers et

• Un francophone d'Ottawa qui, à quelques reprises, a dû se rendre au guichet de l'édifice Jackson pour s'acquitter d'un versement d'impôt, se plaint de n'avoir pas toujours été servi en français.

Le ministre a informé le Commissaire qu'il y avait deux caissières francophones préposées au guichet. Toutefois, il n'a pu vérifier s'il y avait eu dérogation à sa pratique de servir le public dans la langue officielle de son choix lorsque le plaignant s'est présenté à ce guichet.

• Un francophone d'Ottawa se rend à l'édifice Jackson du ministère afin d'obtenir des renseignements assez précis au sujet de ses impôts. Il affirme que les commis, bien que bilingues, ne peuvent lui fournir les informations requises, étant donné la complexité de ses questions. Ils renvoient alors le plaignant à des supérieurs de la Division des cotisations en mesure de le renseigner. Ces derniers, cependant, sont unilingues anglophones. Le plaignant insiste pour qu'on lui réponde en français. Il ne reste alors qu'un expert, apte à s'exprimer en français, mais celui-ci ne peut être consulté que sur rendez-vous. Notre correspondant se voit donc dans l'obligation de traiter en anglais.

Le ministre a informé le Commissaire que la Division des cotisations compte 48 employés dont dix-sept francophones bilingues et cinq anglophones partiellement bilingues qui suivent des cours de français. Le ministre cherche à augmenter le niveau de bilinguisme dans la Division par l'embauchage de personnes bilingues et par des cours de langue.

Bien que plus du tiers des employés de la Division des cotisations connaissent bien le français, il peut arriver qu'il soient tous absents à l'heure du déjeuner. Cependant, le ministère a assuré le Commissaire qu'il s'efforcera de fournir au public le service que celui-ci est en droit d'attendre et a demandé au directeur de district du bureau d'Ottawa de faire en sorte que ce service soit assuré en tout temps dans les deux langues officielles.

*Dossier n° 543 — Défaut de renseignements au sujet de l'impôt sur le revenu pour 1971*

Une anglophone domiciliée à Montréal se plaint de ce que le bureau de l'impôt fédéral dans cette ville n'ait pu lui fournir les renseignements qu'elle voulait obtenir au sujet de ses impôts sur le revenu personnel en 1971 et l'ait promené de bureau en bureau pour qu'elle se procure des formules TP-3 Sommaires.

Les difficultés éprouvées par cette personne, loin d'être d'une nature linguistique, sont imputables à des renseignements erronés qui l'ont aigüillée vers de mauvais bureaux. On a donc transmis la plainte au ministère.

mécontentement du fait qu'en 1969, elle n'avait pas réussi à se procurer de formules en français au bureau de poste local.

Cette plainte est assez cocasse, car la lettre dans laquelle la correspondante demandait à recevoir de nouvelles formules avant le 15 avril est datée du 28 février, mais le cachet de la poste indique qu'elle a été obliérée le 5 mai, et le Bureau l'a reçue le 10 de ce même mois. Strictement parlant, la correspondante n'a aucune raison de se plaindre, comme elle l'a elle-même soupçonné, étant donné que le gouvernement fédéral a pour principe de répondre dans la langue officielle employée par la personne à qui il s'adresse. Comme en 1969, la plaignante avait rempli une formule en anglais, en 1970 le ministère lui a envoyé une formule en anglais.

Le Commissaire a fait parvenir une formule d'impôt en français à cette dame en lui rappelant que sa déclaration d'impôt était en retard et en espérant qu'elle remplirait immédiatement sa formule, si ce n'était déjà fait.

*Dossiers nos 263 et 339 — Lettres en anglais à des francophones*

• En réponse à une lettre écrite en français au ministère, une francophone de Toronto reçoit une communication rédigée en anglais.

• Un francophone de St-Boniface fait sa déclaration d'impôt en français. Le bureau régional du ministère à Winnipeg lui écrit en anglais pour obtenir des précisions.

Le ministère a indiqué qu'il a comme principe de communiquer avec le public dans la langue de son choix. Le volume de sa correspondance augmentée considérablement en avril et mai par rapport aux autres mois de l'année. Comme il reçoit des milliers de lettres similaires, il a adopté, depuis quelques années, la pratique d'employer des lettres types pour répondre aux demandes. Dans les cas précisés, on a choisi par inadvertance des lettres types anglaises au lieu de lettres types françaises. Le ministère a regretté vivement ces entorses à la Loi et a procédé à une révision de ses procédures afin d'éviter la répétition de telles erreurs. Le Commissaire a transmis ces renseignements aux plaignants.

*Dossier no 333 — Appel au Commissaire pour le règlement d'un problème fiscal*

Un anglophone domicilié au Québec a un litige fiscal avec le ministère et désire que le Commissaire étudie la question. Le Commissaire n'a pu instruire la plainte car le problème en cause ne tombait pas sous le coup de la Loi.

Frédéricton, mais que, le premier envoi ayant été apparemment épuisé, il avait rapidement expédié d'autres provisions d'imprimés.

A Chéticamp, le ministère a, là aussi, envoyé des formules supplémentaires en français, étant donné que les précédentes avaient toutes été utilisées.

Suivent d'autres plaintes contre la division de l'Impôt.

*Dossier n° 133 — Réponse en anglais à une demande en français*

Un francophone de Winnipeg fait parvenir au Commissaire copie d'une lettre qu'il a adressée au ministère à Winnipeg au sujet d'arrêrages d'impôt.

Dans cette lettre, il mentionne que le ministère lui a écrit en anglais en dépit du fait qu'il avait insisté pour se faire servir en français.

Le Commissaire a écrit au plaignant pour lui demander de plus amples détails quant à la réticence du ministère à communiquer avec lui en français. Quelque temps plus tard, le plaignant a répondu au Commissaire qu'il avait obtenu par la suite des services en français et que cette question d'arrêrages d'impôt avait été réglée en peu de temps à sa satisfaction.

*Dossier n° 150 — Discrimination linguistique à l'endroit d'anglophones dans un bureau de Montréal*

Un député de Montréal communique au Commissaire la lettre d'un électeur de sa circonscription qui prétend que les fonctionnaires anglophones unilingues à Montréal sont victimes de discrimination linguistique.

Le plaignant fut invité à donner de plus amples détails sur les difficultés linguistiques auxquelles se heurtent les employés anglophones du ministère à Montréal. Il a refusé de fournir des renseignements supplémentaires, car il venait d'être désigné pour suivre des cours de langue seconde organisés sous les auspices du gouvernement.

*Dossier n° 243 — Formule en anglais envoyée à une francophone*

La plaignante, dont le nom est à l'évidence français, se dit mécontente d'avoir reçu sa formule personnalisée d'impôt sur le revenu pour 1970 en anglais; elle demande au Commissaire de veiller à ce qu'on lui fasse parvenir des formules d'impôt en français.

Cependant, cette personne a admis avoir rempli la formule de l'année précédente (1969) en anglais; en conséquence, elle devait s'attendre à ce que le ministère se fonde sur ce fait pour lui envoyer en 1970 une formule en anglais. Toutefois, cela n'a fait qu'aggraver son

ministère à Montréal. Ce dernier prétend qu'on lui refuse tout avancement parce qu'il est unilingue. Les cours de langue qu'il devait suivre ont été annulés faute de fonds. Le président du syndicat dit qu'à ses yeux ce cas est un exemple typique auquel devrait s'appliquer l'idée que lui-même et le Commissaire ont débattue, à savoir qu'un employé qui remplit toutes les autres conditions pour être promu et qui peut, à juste titre, prétendre à un poste devrait pouvoir bénéficier d'un avancement à condition qu'il atteigne, dans un délai donné, le niveau requis de bilinguisme.

Le Commissaire a répondu qu'il était d'accord mais se trouvait dans l'obligation d'informer le président du syndicat qu'après examen approfondi du cas il avait conclu, comme le savait d'ailleurs son correspondant, qu'il n'y avait pas eu d'infraction à la Loi sur les langues officielles.

## REVENU NATIONAL (Impôt)

Un certain nombre de plaintes contre le ministère du Revenu national (Impôt) portait sur l'absence de feuilles de déclaration d'impôts en français dans plusieurs bureaux de poste au Canada. Il semble que ce fut le cas à Toronto, Saint-Norbert (Manitoba), Hull, Fredericton, et Chéticamp (N.-É.).

À Toronto, le ministère a décidé de modifier son système de distribution des formules de déclaration d'impôts en collaboration avec le ministère des Postes. Jusque là, les maîtres de postes des différents bureaux indiquaient le nombre de formules qu'ils désiraient recevoir dans les deux langues officielles (ce qui expliquait pourquoi certains bureaux de poste n'avaient de formules que dans une seule langue). D'ores et avant, tous les bureaux de poste recevront, systématiquement et automatiquement, une provision suffisante de formules dans les deux langues officielles.

À la suite de l'incident de Saint-Norbert, le ministère des Postes, sur la demande du ministère du Revenu national, a envoyé une circulaire à tous ses directeurs régionaux rappelant aux maîtres de poste qu'ils pouvaient se procurer des formules d'impôts dans les deux langues officielles auprès du ministère du Revenu national.

Dans le cas de Hull, le ministère a admis qu'il y avait eu des retards dus aux modifications apportées aux formules de 1971; toutefois, à la fin du mois de janvier 1972, le bureau de poste de Hull avait reçu ses formules.

À Fredericton, on avait conseillé à douze citoyens francophones de se procurer les formules en français au bureau de l'impôt de Saint-Jean (Nouveau-Brunswick). Le ministère dit avoir adressé une provision suffisante de formules à tous les bureaux de poste de

plusieurs années à la suite de la décentralisation des activités de son ancien bureau. Vu le surplus de personnel, il a dû accepter une mutation au sein de son ministère où les possibilités d'avancement sont quasi inexistantes. Il s'est présenté à plusieurs concours de la fonction publique mais sans succès. Il soumet plusieurs documents ayant trait à ses demandes pour un emploi plus rémunérateur au sein de la fonction publique, et il sollicite une entrevue.

Le Commissaire n'était pas habilité à instruire cette plainte qui ne visait pas l'application de la Loi sur les langues officielles. Il a informé le plaignant que la Loi ne l'autorisait pas à intervenir auprès de la Commission de la fonction publique dans les cas touchant le recrutement et l'avancement du personnel sauf si la Commission a négligé de tenir compte des objets et dispositions de la Loi sur les langues officielles. Si, toutefois, le plaignant avait des éléments complémentaires à porter à son attention, il serait tout disposé à le rencontrer.

Comme le plaignant a indiqué dans une lettre subséquente son intention de préciser ses griefs, le Commissaire lui a accordé une entrevue. Celle-ci, toutefois, n'a révélé aucune infraction à la Loi sur les langues officielles ni une situation contraire à son esprit ou à l'intention du législateur.

*Dossier n° 661 — Avis de concours*

Un francophone fait grief au ministère d'afficher des avis de concours en anglais seulement au Port d'Ottawa (Douanes postales). Les avis en question sont distribués par le bureau régional de Toronto.

Sur trente-sept placards distribués depuis le début de 1971 par le Bureau régional du ministère à Toronto, deux étaient bilingues. Le ministère a indiqué que cette pratique était conforme aux dispositions de l'article 18 de l'alinéa b) du chapitre 1 du Manuel de dotation en personnel de la Commission de la fonction publique. Toutefois, le ministère a décidé de faire en sorte que tous les avis de concours soient diffusés sous forme bilingue dans cette région dès qu'il pourrait avoir recours aux services de traduction à Toronto.

Le Commissaire, d'autre part, était d'avis que les dispositions de l'article 18 de l'alinéa b) du chapitre 1 du Manuel de dotation en personnel étaient contraires à l'esprit de la Loi sur les langues officielles. Il a donc recommandé à la Commission de la fonction publique, en vertu de l'article 31 de la Loi, que des modifications soient apportées à ces dispositions.

*Dossier n° 810 — Refus d'avancement pour cause d'untillguisme*

Le président d'un syndicat de fonctionnaires fédéraux communique au Commissaire la lettre qu'il a reçue d'un employé anglophone du

Le ministère a comme principe de n'épargner aucun effort visant

à rendre les formules bilingues. Si, à l'état d'ébauche, une formule ou l'autre des groupes linguistiques, on met à l'épreuve une autre formule bilingue ne semble pas très claire ou pourrait être mal comprise par l'un ou l'autre des groupes linguistiques, on s'en remet à des formules distinctes, l'une en français, l'autre en anglais.

Le ministère a rappelé que la préparation des formules passe par plusieurs étapes qui exigent souvent des délais de plusieurs jours. Il y a la consultation auprès des agences, la traduction, la réalisation de l'ébauche, les décisions pertinentes, la composition, la photographie, la correction de l'épreuve, la préparation des clichés, et finalement, l'expédition aux huit services d'imprimerie chargés de répondre aux exigences du ministère. Les Douanes et l'Accise comptent 621 formules devant passer par toutes ces étapes.

Le ministère s'est d'abord efforcé de refaire les 204 formules destinées à l'usage du public. En second lieu, l'effort s'est porté sur les formules d'usage interne les plus utilisées. A ce stade, 154 des 417 formules d'usage interne existaient dans les deux langues.

Le travail devait se terminer avant la fin de l'année 1971 mais les ressources disponibles n'étaient pas suffisantes. On a en conséquence demandé au Conseil du trésor des crédits supplémentaires afin que toutes les formules soient disponibles dans les deux langues avant la fin le juin 1972.

Quant aux formules intéressant le plaignant de façon particulière, le ministère a informé le Commissaire qu'elles existaient désormais sous forme bilingue. Deux autres formules également citées devaient être fusionnées et paraître dans les deux langues aussitôt que possible. Le Commissaire a transmis au plaignant les renseignements fournis par le ministère.

#### *Dossier n° 427 — Publications*

Le département de linguistique de la Faculté des lettres de l'Université Laval porte à l'attention du Commissaire la traduction de la formule E-46 de l'administration des douanes. A la traduction « Formule d'appréciation » pour « Appraisal note », il suggère les termes « Formules d'évaluation ou d'estimation ».

Cette question a été transmise aux traducteurs du ministère qui ont indiqué des définitions de plusieurs dictionnaires justifiant l'emploi du terme « appréciation ».

#### *Dossier n° 440 — Promotion*

Un anglophone, fonctionnaire au ministère depuis plus de dix-huit ans, informe le Commissaire que sa situation est très précaire depuis

régulières. Le Commissaire a obtenu de plus des assurances du ministère que le personnel de ce bureau était en mesure de rendre des services au public dans les deux langues.

*Dossier n° 308 — Bilinguisme en Colombie-Britannique*

Un fonctionnaire fédéral de la Colombie-Britannique demande des renseignements sur les cours de français au sein de la fonction publique fédérale. Il voudrait également savoir si l'intérieur de la Colombie-Britannique est considéré comme une région où il serait justifié d'employer un agent bilingue pour les Douanes et Accise. En ce qui concerne la demande de renseignements, le Commissaire lui a conseillé de s'adresser au directeur régional du personnel à Vancouver.

La seconde question, relative au bien-fondé de l'emploi d'un agent bilingue dans l'intérieur de la Colombie-Britannique, posait un problème plus complexe. Pour y répondre, il faut d'abord établir si les institutions fédérales sont tenues de servir le public de cette région dans les deux langues officielles. Aux termes de la Loi sur les langues officielles, les institutions fédérales sont obligées de fournir des services bilingues dans la région de la capitale nationale, à leur siège et dans les districts déclarés bilingues, dès le moment où ils sont créés. Cette obligation s'applique également partout au Canada lorsqu'il y a une demande importante pour de tels services et dans la mesure où il est possible de les fournir.

En outre, la Loi exige des institutions fédérales servant les voyageurs qu'elles fournissent ou offrent leurs services dans les deux langues officielles partout au Canada, sauf si la demande est trop faible ou trop irrégulière pour justifier la prestation de services bilingues. Le Commissaire a donc informé le plaignant que les services aux voyageurs en Colombie-Britannique devaient être bilingues à moins que la demande ne soit faible ou irrégulière au sens où l'entend la Loi.

*Dossier n° 352 — Formules en anglais*

Un douanier francophone en poste au Québec déclare qu'on l'oblige, dans l'exécution de ses fonctions, à remplir des formules en langue anglaise. Le numéro de chacune des formules en cause est cité dans les pièces jointes à sa lettre.

Le ministre a déclaré qu'il avait accordé, depuis l'entrée en vigueur de la Loi sur les langues officielles, la plus haute priorité à la publication dans les deux langues officielles de toutes ses formules. Les progrès s'accomplissent aussi rapidement que les mécanismes con-

cernés le permettent.

d'autres régions du Canada. Il ajoute que « si le fait d'écrire (en langue anglaise) à mes collègues anglophones constitue simplement un geste poli, il s'ensuit que ces mêmes collègues devraient à leur tour m'écrire en français, ce qui ne s'est jamais produit ». Il réclame donc que le ministère autorise ses employés à Montréal à communiquer en français, s'ils le désirent, avec leurs collègues du même ministère travaillant à l'extérieur du Québec.

A la suggestion du Commissaire, le ministère (Douanes et Accise) a émis le 1<sup>er</sup> septembre 1971 des directives à tout son personnel au sujet du bilinguisme. Sous la rubrique des communications internes, on pouvait lire ce qui suit: « Chacun des membres du personnel aura la possibilité de choisir la langue officielle dans laquelle il rédigera la correspondance et les rapports internes dans la région de la capitale nationale, dans les districts bilingues proposés et, dans la mesure où il est possible et commode de le faire, dans tous les bureaux ».

Le 15 novembre 1971, le Bureau des taxes d'accise du district de Montréal-Ouest est devenu une unité de langue française. À la fin de l'année financière, le plaignant a informé le Commissaire qu'il pouvait, selon les directions émises à l'occasion de la création de cette unité de langue française, écrire en français les lettres et les rapports destinés à ses collègues anglophones des autres provinces mais que ces documents étaient par la suite traduits en anglais au bureau régional de Montréal. Il ajoutait qu'il est fort probable qu'on envoie seulement la version anglaise de tels documents à ses collègues des autres provinces. De plus, il déclarait qu'on aurait fait pression sur lui et sur certains autres employés de cette unité de langue française pour qu'ils rédigent dorénavant ces documents en anglais afin de réduire au minimum le nombre des traductions. Devant de telles affirmations, le Commissaire a décidé de poursuivre son instruction et a chargé un de ses représentants d'aller faire enquête sur les lieux. Au 31 mars 1972, l'instruction de la plainte se poursuivait.

Dossier n° 114—Concours

Un fonctionnaire du ministère déclare qu'une personne a été nommée par voie de concours à un poste bilingue comportant des fonctions relatives à la fourniture de services au public alors qu'elle ne pouvait satisfaire aux exigences linguistiques mentionnées sur l'avis de concours.

L'enquête a révélé que le plaignant et les trois autres candidats qui se sont présentés au concours ont réussi à l'examen de la connaissance de la langue selon des critères que le ministère avait lui-même établis et selon des procédures utilisées par tous les ministères. Le concours s'est donc déroulé et la nomination a été effectuée selon des procédures

• A Prescott, le ministère a accepté de bilinguiser toute sa signalisation, de fournir toutes les formules bilingues nécessaires, d'augmenter le nombre de douaniers bilingues et de demander à ceux qui ne le sont pas de répondre « Un instant s'il vous plaît » à toute personne s'adressant à eux en français et d'obtenir immédiatement l'assistance d'un collègue francophone.

• A Niagara Falls, le ministère soutient que la demande est insatisfaisante pour justifier le maintien d'un personnel bilingue vingt-quatre heures sur vingt-quatre aux trois ports d'entrée. Le personnel local a fait savoir au ministère qu'au cours d'une année seules trois personnes sur un total de 6 millions s'étaient exprimées en français et avaient été servies dans cette même langue. Le Commissaire n'a pu admettre cette affirmation comme preuve irréfutable de l'absence de demande. D'autres facteurs, tel le fait qu'au fil des ans on n'ait jamais offert de service en français, entrent en ligne de compte. Le ministère a donné des instructions à tous ses employés pour qu'ils adoptent une méthode uniforme et efficace leur permettant de vérifier dans quelle langue le public désire être servi. Le Commissaire a fait savoir au plaignant que son Bureau allait entreprendre une étude spéciale sur la prestation de services dans les deux langues officielles dans les postes de douane.

• A Regina, le ministère a admis que la capacité de communication avec le public francophone était limitée, mais il l'accroissait dans la limite de ses possibilités. En outre, tous les panneaux allaient être bilingues.

• A Toronto, le ministère n'a pas pu vérifier le bien-fondé de la plainte, étant donné que l'incident en question s'était produit plus d'un an auparavant et que les formules de déclaration en douane, objet partiel de la plainte, sont détruites au bout d'un an. Par ailleurs, le ministère a donné des instructions pour que ses employés remplissent une formule de déclaration dans la langue officielle de la personne servie. Il a en outre ajouté que son personnel bilingue à Toronto était normalement en mesure d'assurer des services en français vingt-quatre heures sur vingt-quatre.

• A Sudbury, le plaignant n'a pas fourni les renseignements supplémentaires nécessaires et l'affaire en est restée là.

On trouvera ci-après d'autres plaintes concernant les Douanes et Accise et portant sur des sujets variés.

#### *Dossier n° 45 — Langue de travail*

Un fonctionnaire d'expression française du ministère (district de Montréal-Ouest) déclare qu'on lui permet de rédiger ses rapports en français mais qu'on l'oblige à écrire en langue anglaise les lettres et rapports destinés à des vérificateurs du même ministère travaillant dans

copies pour les transmettre en différé et a promis d'étudier la possibilité de donner les indicateurs d'appel en français lors de la diffusion de programmes en français. Pour ce qui est de la possibilité de diffuser des programmes en français régulièrement deux soirs par semaine, la Société Radio-Canada a regretté ne pouvoir donner suite à cette suggestion avant qu'une station de langue française ne soit établie à Regina.

## REVENU NATIONAL (Douanes et Accise)

Le Bureau a reçu un certain nombre de plaintes émanant de personnes qui, d'une manière ou d'une autre, n'ont pas été servies en français ou n'ont pas pu obtenir de service en français dans divers postes de douane. L'instruction a révélé que la plupart des plaintes étaient fondées. Elles concernaient les huit postes suivants :

1. Rock Island (Québec) Dossier n° 87
2. Aéroport de Winnipeg Dossier n° 213
3. Aéroport et bureau de Moncton Dossier n° 391
4. Prescott (Ontario) Dossier n° 438
5. Niagara Falls Dossier n° 458
6. Regina Dossier n° 535
7. Toronto Dossier n° 684
8. Sudbury Dossier n° 499

• A Rock Island, le plaignant a dû remplir en anglais une formule de déclaration en douane. Le ministère a prétendu qu'il n'y avait pas eu demande de service en français. Le Commissaire a fait remarquer au ministère que le seul fait de s'adresser à un douanier en français constituait une demande de service dans cette langue. Le ministère s'est incliné et a donné des directives à son personnel afin qu'il s'assure toujours de la langue dans laquelle le voyageur désire être servi et qu'il fournisse sans délai le service dans cette langue.

• A l'aéroport de Winnipeg, à l'aéroport et au poste de douane de Moncton, à Prescott, à Niagara Falls, à Toronto et à Regina, tous les plaignants disent ne pas avoir pu se faire servir en français par les douaniers. Le ministère a donné ordre à ses employés de s'enquérir de la langue officielle dans laquelle les clients désiraient être servis.

• A Moncton, le ministère dit avoir trois employés bilingues sur un total de douze et estime pouvoir servir le public dans les deux langues officielles. Néanmoins, il a adjoint deux employés bilingues supplémentaires, portant ainsi leur nombre à cinq; trois sont affectés à l'aéroport de Moncton et on peut faire appel à un quatrième si besoin est.

soumettre sa demande au C.R.T.C. dans le courant de l'année. Une fois l'autorisation accordée, il s'écoule généralement un an avant que la station entre en service.

Radio-Canada a précisé qu'il y avait plus de 40 000 auditeurs francophones en Nouvelle-Écosse. Le recensement de 1966 indiquait qu'environ 40 000 Néo-écossais parlaient français, chiffre qui ne tient pas compte de ceux qui comprennent suffisamment bien le français pour faire partie des auditeurs et des téléspectateurs de Radio-Canada.

*Dossiers nos 773, 804, 805, 806, 807, 808, 809, 812, 823, 828, 835, 836, 841, 849, 851, 865, 866, 867, 868, 872, 873, 879, 882, 883, 884, 889, 890, 891, 892, 893, 894, 897, 901, 905, 913, 914, 915, 916, 926* — *Grève des techniciens membres du syndicat NABET*

Plusieurs personnes de Regina et d'Edmonton se plaignent au Commissaire de ce que les émissions de télévision en français ont été supprimées à cause de la grève des techniciens de la Société Radio-Canada. Quelques plaignants de Regina profitent de l'occasion pour faire les recommandations suivantes à la Société Radio-Canada:

1. qu'elle garde en réserve des programmes sur rubans magnétoscopiques pour parer à de telles éventualités;
2. que les indicatifs d'appel soient donnés en français lors de la diffusion de programmes en français;
3. que des programmes en français soient diffusés régulièrement deux fois par semaine.

La situation décrite découlait d'une grève tournante des techniciens de Radio-Canada, membres du syndicat NABET, et qui touchait tout à tour la diffusion en français et en anglais. Comme les stations de télévision de langue anglaise de Regina et d'Edmonton étaient reliées au réseau national, le personnel de la direction à Toronto pouvait assurer la relève en cas de débrayage, ce qui n'était pas le cas du service français de la station de Regina et de la station de télévision de langue française d'Edmonton qui devaient s'approvisionner au jour le jour en rubans magnétoscopiques en provenance de Montréal.

Lorsque le Commissaire a reçu ces plaintes, les techniciens de Montréal étaient en grève et Radio-Canada ne pouvait enregistrer les programmes nécessaires au service français de la station de Regina et à la station de télévision française d'Edmonton. Le service normal a repris avec le retour au travail.

Le Commissaire a clairement indiqué qu'une telle situation échappait à l'emprise de la Loi sur les langues officielles.

Radio-Canada a pris bonne note de la recommandation de certains plaignants de Regina de garder en réserve des rubans magnétos-

A ses yeux on n'aurait pas pu choisir un pire moment que le dimanche midi pour cette émission.

Le Commissaire a conclu que l'objet de la plainte ne constituait pas une infraction à la Loi sur les langues officielles et il a envoyé copie de la lettre à la Société Radio-Canada.

*Dossiers nos 633, 668, 689 — Télévision française dans la région de Rivière-la-Paix (Alberta)*

Le Commissaire reçoit une pétition portant 5 000 signatures et réclamant la télévision française pour la région de Rivière-la-Paix en Alberta. Cette pétition avait d'abord été envoyée au premier ministre du Canada et au Secrétaire d'Etat.

Le Commissaire a invité Radio-Canada à se pencher sur cette question. La Société a informé le Commissaire qu'elle comptait présenter une demande, en 1972 ou au début de 1973, au Conseil de la radio-télévision canadienne pour l'établissement d'un réémetteur de télévision qui desservirait la région de Rivière-la-Paix. Ce réémetteur retransmettrait les émissions du poste CBXFT d'Edmonton. La Société a toutefois souligné qu'il lui faudrait environ un an pour établir un réémetteur et le mettre en service après avoir obtenu l'approbation du C.R.T.C.

Le Commissaire a invité la Société à agir aussi rapidement que possible afin que les francophones de la région de Rivière-la-Paix puissent bénéficier de la télévision française dans un avenir rapproché.

*Dossier no 663 — Absence de service en anglais dans la région du Saguenay (Québec)*

Une anglophone, domiciliée à Kenogami (Québec), se plaint de l'absence d'émissions en anglais, tant à la radio qu'à la télévision, dans la région du Saguenay. Elle se demande pourquoi il est impossible d'obtenir de tels services en anglais alors que Radio-Canada les offre en français en Nouvelle-Ecosse, où seulement « 10 000 personnes environ comprennent le français ».

La Société a donné une explication satisfaisante. Elle a informé le Commissaire qu'elle savait depuis un certain temps que cette région avait besoin de services en anglais et qu'elle avait fait une demande au Conseil de la radio-télévision canadienne en vue d'installer une station MF à Chicoutimi qui desservirait également Kenogami. Le C.R.T.C. a donné son approbation le 21 avril 1972. Bien que la station projetée doive émettre en modulation de fréquence, les programmes en anglais viendront des services MA de la Société à Montréal.

La possibilité d'installer un réseau anglais de télévision pour la région du Saguenay est également à l'étude et Radio-Canada espère

Un anglophone prétend que le personnel de la salle des nouvelles de CBOT (informations télévisées du réseau anglais de la Société) à Ottawa compte 14 anglophones unilingues et pas un seul francophone, et qu'ils ne peuvent donc rapporter aucun événement de langue française digne de figurer aux nouvelles, ce qui entraîne un certain déséquilibre des bulletins télévisés.

Le plaignant prétend également qu'il y a six anglophones unilingues sur la colline du Parlement et un seul bilingue fonctionnel pour préparer les informations du réseau anglais « National News ». Il doute que cette proportion assure un reportage complet couvrant l'ensemble du Canada. La Société a admis qu'il n'y avait pas un seul journaliste totalement bilingue dans la salle des nouvelles anglaises, mais elle a fait remarquer que les reporters francophones du service des nouvelles de CBOT partageaient la même pièce et, dans une certaine mesure, les informations et les ressources disponibles. En outre, des cours de français ont été mis sur pied à l'intention de certains des anglophones unilingues, dont le personnel du bureau parlementaire.

La Société estime que ses stations anglaises CBO et CBOT ont jusqu'à maintenant rapporté les événements de langue française avec une « assez grande équité » et que l'apport de connaissances supplémentaires du français ne pouvait qu'améliorer la situation. Le Commissaire estime que les cours de langue devraient, à condition d'être suffisamment fonctionnels, considérablement faciliter le travail des journalistes et, lorsque ceux-ci le désirent, faire partie intégrante de leur perfectionnement professionnel.

Sous réserve de la réalisation du programme d'enseignement du français, la Loi est respectée.

*Dossier n° 609 — Siège des services techniques de Radio-Canada à Montréal*

Le Commissaire reçoit d'un plaignant anonyme un organigramme des services techniques centraux de la Société à Montréal accompagné de la copie d'un article sur le bilinguisme paru dans le *Time* du 29 novembre 1971. Le plaignant avait dactylographié ces mots sur l'organigramme : « NO FRENCH HERE PLEASE ».

Ce message ne constituant pas à proprement parler une plainte, l'affaire en est restée là.

*Dossier n° 618 — « Suivez la piste »*

Un fonctionnaire anglophone écrit au Commissaire à propos de l'émission télévisée « Suivez la piste » sur le réseau anglais de la Société.

Lors de l'instruction de la plainte, la Société a informé le Com-

missaire qu'il existe des stations radiophoniques privées d'expression française à Saskatoon et à Gravelbourg. Ces stations retransmettent un nombre important d'émissions du réseau français de la Société au terme d'un contrat de location qui leur fournit une partie substantielle de leurs recettes. En outre, dans ses projets d'extension du réseau, Radio-Canada prévoit une station de radio française à Prince-Albert. La date n'en est pas encore fixée, mais, en tout état de cause, la Société n'envisage pas que la station entre en service avant 1974, au plus tôt.

Radio-Canada a souligné au Commissaire que la télévision revenait beaucoup plus cher que la radio. Jusqu'à maintenant c'est principalement le coût élevé de la diffusion dans l'Ouest des émissions télévisées qui a entravé l'extension de la télévision française aux Prairies par l'installation des installations de Radio-Canada. Toutefois, la mise en service, en 1973, du satellite de communication (ANIK) devrait grandement faciliter l'établissement dans l'Ouest d'un service de télévision française. Les stations de télévision anglaise de la Société à Regina, Moose Jaw et Saskatoon diffusent chacune environ deux heures et demie d'émissions en français par semaine.

Dans le cadre de ces aménagements futurs, Radio-Canada prévoit la création de stations de télévision francophones dans plusieurs localités de la Saskatchewan, dont Prince-Albert. Mais comme pour la radio, les projets de la Société ne sont pas encore définitifs. Pour le moment, elle envisage de déposer dans le courant de l'année 1973 sa demande au C.R.T.C. pour la station de télévision de Prince-Albert, laquelle devrait entrer en service un an plus tard. Ce projet, comme tous ceux qui touchent au développement du réseau, dépend de l'approbation du C.R.T.C. ainsi que des capitaux et des fonds d'exploitation disponibles. Le Commissaire a décidé que, sous réserve du suivi nécessaire, la Loi était respectée.

#### *Dossier n° 591 — Émissions unilingues*

Un francophone de Montréal reçoit des imprimés de la Société Radio-Canada à Ottawa. Il souligne que sur l'enveloppe de la Société, il y a une estampille en anglais seulement et une autre partiellement bilingue : « Printed matter » et « CBC, Radio-Canada, your publicly owned broadcasting system ».

La Société a expliqué que son matériel d'affranchissement était soit français, soit anglais, et qu'on employait l'un ou l'autre selon les circonstances. Il semble que dans le cas présent, on ait utilisé le tampon anglais par inadvertance. Pour éviter la répétition d'erreurs semblables, la Société fournira bientôt à son personnel des tampons postaux bilingues.

D'autre part, la Société songe à établir des stations de télévision françaises à Vancouver et à Victoria mais, comme dans plusieurs autres cas, ses projets ne sont pas encore définitifs. Elle compte présenter une demande au Conseil de la radio-télévision canadienne au début de 1973 pour l'établissement d'une telle station à Vancouver; une demande semblable pour Victoria devrait être soumise au cours de 1974.

*Dossier n° 569 — Émissions en français à Saint-Jean (Nouveau-Brunswick)*

Une francophone déclare qu'il est impossible de capter des émissions radiophoniques en français à Saint-Jean au Nouveau-Brunswick et réclame l'établissement d'une station de radio en langue française dans cette ville.

La Société a informé le Commissaire qu'au cours du premier semestre de 1972, elle comptait présenter une demande au Conseil de la radio-télévision canadienne pour l'établissement d'une station de radio MF qui desservirait la région de Saint-Jean-Fredericton. Cette station utiliserait la bande MF, étant donné qu'il n'y a plus d'espace sur la bande MA, mais elle diffuserait les émissions de la chaîne MA de la Société, qui proviendrait de CBAF, Moncton.

Radio-Canada a profité de cette occasion pour fournir au Commissaire quelques renseignements sur l'extension de ses services de télévision en langue française dans cette région. Le 26 novembre 1971, la Société a présenté au Conseil de la radio-télévision canadienne une demande pour l'établissement d'une nouvelle station de télévision en langue française à Grand Lac (près de Fredericton) qui desservirait la région de Saint-Jean-Fredericton.

Quoique, théoriquement, la ville de Saint-Jean fasse partie du contour « B » de la station envisagée, la Société a reconnu que des éléments topographiques et perturbateurs causeraient probablement des difficultés de réception dans certaines parties de la ville. C'est pourquoi elle serait disposée à établir un poste de retransmission de faible puissance à Saint-Jean même ou dans les environs pour assurer un service satisfaisant.

*Dossier n° 570 — Absence d'émissions en français dans la région de Prince-Albert (Saskatchewan)*

La plaignante déclare que les habitants de la région de Prince-Albert (Saskatchewan) ne bénéficiaient d'aucun service en français tant à la radio qu'à la télévision. Radio-Canada devrait, dit-elle, assurer de tels services.

La Société a informé le Commissaire que les communications entre les compagnies de fiduciaire et ses employés devaient se faire dans la langue indiquée par la Société et que, dans le cas présent, elle avait indiqué par erreur que cette langue était l'anglais. La Société a ajouté qu'elle se proposait d'apporter certaines améliorations à ses ententes avec les compagnies de fiduciaire afin que de tels incidents ne se reproduisent plus.

*Dossiers nos 502 et 760 — Interprétation simultanée des discours télévisés*

Les plaignants s'élèvent contre l'interprétation simultanée des discours et déclarations télévisés par Radio-Canada. Ils proposent d'y substituer des sous-titres qui permettraient aux Canadiens qui le désirent d'apprécier les arguments de l'orateur dans la langue officielle de celui-ci.

Le Commissaire, bien qu'il n'ait vu là aucune infraction à la Loi, a néanmoins transmis la plainte, à titre officieux, à Radio-Canada. La Société a informé le Commissaire qu'après avoir longuement débattu la question elle n'était pas encore parvenue à une solution satisfaisante pour tous. Sous-titrer une émission télévisée, ou une partie de cette émission, demande une préparation spéciale qui ne peut donner des résultats techniquement acceptables que si l'on a le texte de l'émission avant sa diffusion ou si son contenu est indépendant de l'émission (par exemple, lorsqu'un message spécial apparaît sur l'écran pendant une émission régulière).

La Société ajoute que, comme les systèmes actuellement utilisés ne peuvent s'appliquer aux émissions en direct (où le texte et l'image sont synchronisés), la seule technique pratique reste l'interprétation simultanée. Dans la plupart des cas, apparemment, celle-ci est enregistrée en même temps que le texte original et toujours reproduite avec lui lorsque ledit texte sert ultérieurement pour d'autres émissions. Le Comité des programmes de la Société étudie ce problème en permanence.

*Dossiers nos 561 et 761 — Émissions en français à Vancouver et à Victoria*

Les plaignants déplorent l'absence d'émissions de radio et de télévision en français dans la région de Victoria ainsi que le manque d'émissions de télévision en français à Vancouver. La Société a informé le Commissaire que les émissions de radio en français de sa chaîne MA étaient transmises par la station MF, CBUF-FM, à Vancouver, 97,7 sur le cadran FM. Selon Radio-Canada, il ne devrait pas être difficile de capter ces émissions à Victoria.

*Dossier n° 127 — Pénurie d'émissions de télévision en français dans le sud-ouest de l'Ontario*

Un francophone de Toronto déplore la pénurie d'émissions de télévision en français dans le sud-ouest de l'Ontario, et particulièrement dans la région de Toronto.

La Société Radio-Canada a informé le Commissaire qu'elle avait présenté une demande au Conseil de la radio-télévision canadienne au mois de novembre 1970 pour l'établissement d'une station de télévision de langue française à Toronto. Le C.R.T.C. a approuvé cette demande au mois de mars 1972. La nouvelle station sera probablement mise en service à la fin de 1972 ou au début de 1973. La Société prévoit que la nouvelle station pourra desservir 28 p. 100 de la population francophone du sud-ouest de l'Ontario, c'est-à-dire 31 000 des 109 000 habitants d'expression française (recensement de 1966). Elle a de plus signalé que des 443 000 francophones de l'Ontario (recensement de 1966), quelque 300 000, principalement dans l'est et le nord de la province, pouvaient déjà capter ses émissions de télévision en langue française. Ainsi, à la fin de 1972 ou au début de 1973, le réseau de télévision en langue française de Radio-Canada desservait 75 p. 100 de la population francophone de l'Ontario.

La Société a ajouté qu'elle avait l'intention d'établir, au cours des prochaines années, des stations ou des relais dans différentes parties du sud-ouest ontarien où il y a un nombre suffisant de francophones. C'est ainsi que la région de Windsor-Essex-Kent pourrait probablement bénéficier des services de télévision en langue française de Radio-Canada en 1973 et que la région de Midland-Penitangishene en profiterait vraisemblablement en 1975.

*Dossier n° 412 — Services en français à Toronto*

Un francophone de l'Ontario fait grief à la Société Radio-Canada à Toronto de lui avoir envoyé un contrat rédigé en anglais.

La Société a informé le Commissaire qu'elle avait comme principe de répondre dans la langue du correspondant. Pour éviter que le cas ne se représente, elle a informé le Commissaire qu'elle avait l'intention de recourir aux services de traduction dans tous les cas où elle n'aurait pas encore la compétence linguistique requise pour satisfaire aux demandes du public dans les deux langues.

*Dossier n° 471 — Caisse de retraite*

Un cotisant francophone de la caisse de retraite de la Société Radio-Canada fait grief à l'agent de la Société, la compagnie Trust Royal, de lui avoir envoyé une lettre en anglais.

La Société a informé le Commissaire qu'elle diffusait dans cette région six heures d'émissions éducatives en français par semaine. Cependant, les habitants de cette région pouvaient capter les émissions éducatives en français produites par « l'Ontario Educational Communications Authority ». La Société a ajouté qu'elle avait de plus l'intention d'établir un réémetteur-télévision dans cette région en 1975, ce qui signifie que les habitants de cette région pourraient alors recevoir les émissions de télévision du Service français de la Société.

Un francophone se plaint de la pénurie d'émissions de télévision en français dans la région de Penetanguishene (Ontario)

La Société a informé le Commissaire qu'elle diffusait dans cette région six heures d'émissions éducatives en français par semaine. Cependant, les habitants de cette région pouvaient capter les émissions éducatives en français produites par « l'Ontario Educational Communications Authority ». La Société a ajouté qu'elle avait de plus l'intention d'établir un réémetteur-télévision dans cette région en 1975, ce qui signifie que les habitants de cette région pourraient alors recevoir les émissions de télévision du Service français de la Société.

Dossier n° 102 — Services en français à Toronto

Un francophone se plaint d'avoir eu à maintes reprises de la difficulté à communiquer en français avec la station radiophonique française CIBC de Toronto car, selon lui, les préposées à la réception et aux standards téléphoniques de la Société Radio-Canada dans cette ville ne sont pas en mesure de fournir des services en français. De plus, il signale que les deux plaques identifiant l'édifice de la Société sur la rue Jarvis sont en anglais seulement.

Dans sa réponse au Commissaire, la Société a indiqué que de juin 1971 à mars 1972, le nombre de ses réceptionnistes-standaristes bilingues à Toronto est passé de deux à six, représentant 50 p. 100 de l'effectif dans cette section. Elle croyait donc être en mesure d'assurer un service dans les deux langues officielles en tout temps. De plus, elle était disposée à réviser toute cette question lors de l'avènement de la télévision française à Toronto.

En ce qui concerne les plaques identifiant ses édifices à Toronto, la Société a informé le Commissaire qu'elle procédait à un regroupement physique de ses services dans cette ville et qu'une fois ce travail terminé, les plaques identifiant ses édifices ou ses services seraient dans les deux langues officielles.

une expansion accélérée du rayonnement de la radio et de la télévision d'État en ces termes :

Le gouvernement s'inquiète de ce que, présentement, plusieurs collectivités sont dépourvues des services nationaux de radiodiffusion et du fait qu'environ un million de Canadiens dispersés en 260 localités n'ont pas la télévision dans leur propre langue. Le gouvernement propose donc que la Société Radio-Canada soit autorisée à étendre globalement ses services et à tirer parti du système canadien de communications par satellite-domaine où le Canada est à la pointe pour que, dans un délai de cinq ans, au moins 98 p. 100 de la population soit rejointe.

Il y a donc lieu d'espérer que la presque totalité des Canadiens pourront, d'ici peu de temps, bénéficier des services de la Société d'État dans la langue officielle de leur choix.

*Dossier n° 5065-52/R3 — Télévision française à Saint-Paul-Bonnyville-Lac La Biche (Alberta)*

Plus de 250 francophones se plaignent au Commissaire de l'absence d'émissions de télévision en français dans la région de Saint-Paul-Bonnyville—Lac La Biche en Alberta. Tout en soulignant le rôle capital que joue aujourd'hui la télévision au regard des langues, les plaignants soutiennent que l'accès à la télévision française constituerait un auxiliaire efficace de nature à assurer la vitalité de la langue française dans cette région.

La Société Radio-Canada a informé le Commissaire que les trois localités susmentionnées figuraient parmi les endroits où l'on prévoyait l'installation de réémetteurs-télévision. La Société a souligné, toutefois, que nombre d'endroits au Canada réclamaient des émissions de télévision et que Radio-Canada se devait d'étendre ses services selon un ordre prioritaire, fondé sur le coût per capita et une répartition équitable des deniers publics aux points de vue géographique et linguistique.

La Société entendait présenter, au cours de 1972, une demande au Conseil de la radio-télévision canadienne pour établir un réémetteur-télévision qui desservirait la région de Saint-Paul-Bonnyville. Une demande semblable pour un réémetteur-télévision au Lac La Biche devrait être soumise en 1974. Ces deux réémetteurs retrasmèteront les émissions de télévision du poste CBXFT d'Edmonton. La Société a souligné qu'il s'agissait là de dates provisoires susceptibles d'être modifiées. Quoi qu'il en soit, un réémetteur ne peut entrer en service qu'un an environ après l'approbation du Conseil de la radio-télévision canadienne.

Tout en comprenant les facteurs motivant les décisions de Radio-Canada, le Commissaire a quand même recommandé au président de la Société d'accélérer dans toute la mesure du possible l'extension de la

raux ne pouvaient pas invoquer la Loi pour exiger de recevoir une telle formation.

*Dossier n° 489 — Lettres retournées*

Un francophone de St. Catharines (Ontario) fait grief au ministère de retourner à l'expéditeur des lettres qui lui ont été adressées en français.

Le ministère a assuré le plaignant que l'objet de sa plainte avait été le résultat d'erreurs commises par inadvertance parce qu'un des éléments de l'adresse avait été omis. Le ministère a promis de prendre toutes les dispositions nécessaires pour éviter la répétition d'incidents semblables.

*Dossiers n°s 554 et 587 — Publicité*

Deux francophones reprochent au ministère de n'annoncer, au Manitoba, son nouveau code postal que dans les quotidiens de langue anglaise. Ils aimeraient pouvoir s'informer de l'activité des organismes fédéraux par l'intermédiaire des médias de langue française et demandent que, dans les régions où n'existent pas de quotidiens dans cette langue, les organismes utilisent les hebdomadaires de langue française.

Le ministère a informé le Commissaire qu'il employait habituellement tous les media. Par exemple, en ce qui concerne la publicité relative au nouveau code postal, le ministère a signalé que les supports suivants ont été utilisés tant du côté anglais que français: les quotidiens, les hebdomadaires, la radio et la télévision ainsi que les publications agricoles. En outre, une lettre et un dépliant bilingues ont été envoyés à tous les foyers manitobains. Les plaintes n'étaient donc pas fondées. Toutefois, afin d'éviter toute équivoque, le Commissaire a recommandé au ministère, si celui-ci devait faire de la publicité pour d'autres fins que les codes postaux, de recourir aux hebdomadaires dans les régions où les quotidiens n'existent pas dans l'une des deux langues officielles.

## RADIO-CANADA

Un bon nombre de plaintes concernant la Société Radio-Canada ont trait à l'extension de ses services. La Société a maintes fois souligné, notamment dans son rapport annuel 1970-1971 (page 45 et suivantes), qu'elle désire apporter à toutes les régions du Canada, au fur et à mesure que des fonds publics seront mis à sa disposition, des services de radio et de télévision en français et en anglais. Dans le discours du trône du 17 février 1972, le gouvernement annonçait

un même côté en détruirait l'aspect esthétique et en rendrait la lecture compliquée. En conséquence, il a envisagé de réduire la variété des étiquettes et de s'assurer que celles utilisées soient bilingues avec le français d'un côté et l'anglais de l'autre.

Le Commissaire a recommandé aux Postes de mettre tous leurs documents publics à la disposition des intéressés dans les deux langues officielles.

- Un francophone s'étonne que seul le mot « June » paraisse sur un des timbres d'oblitération des Postes à Ottawa.

Depuis quelques années déjà, le ministère remplace, à mesure qu'ils sont usés, les cachets unilingues des oblitérateurs par des cachets portant des chiffres romains. Ces changements s'effectuent progressivement en commençant par les régions bilingues. Il appert que le cachet d'un des oblitérateurs du Bureau de poste d'Ottawa n'avait pas été remplacé. Le ministère a promis de le remplacer sans tarder. En outre, le ministère a rappelé à ses agents régionaux de s'assurer que le remplacement des vieux cachets s'effectuait dans les plus brefs délais.

#### *Dossiers nos 336 et 400 — Qualité du français*

- La plaignante signale au Commissaire une faute d'orthographe dans un avis de livraison du ministère.
- Un francophone se plaint de la mauvaise qualité du français d'une circulaire du ministère concernant des modifications au tarif postal.

Le ministère a décidé de recruter un rédacteur-vérificateur pour veiller à la qualité de la langue.

#### *Dossier n° 399 — Cours de langue et avancement*

Un anglophone déclare avoir fait une demande pour suivre des cours de langue seconde, mais en vain. Bien qu'il ait suivi des cours de français de son propre chef en dehors des heures de bureau, ses connaissances de la langue seconde sont limitées, ce qui lui a valu d'être exclu d'un concours d'avancement pour un poste de cadre au ministère des Postes. Étant donné qu'il avait donné satisfaction à ce poste qu'il avait occupé à titre de suppléant pendant seize mois, le plaignant estime injuste son exclusion du concours.

Le Commissaire a fait savoir au plaignant qu'aucun ministère ou institution de l'État fédéral n'est obligé par la Loi sur les langues officielles de donner des cours de langue seconde. Par conséquent, on ne peut pas dire qu'une telle formation est un droit aux termes de la Loi. Il a souligné combien son Bureau tenait à ce que la Commission de la fonction publique se penche avec une extrême sympathie sur chaque demande de cours de langue seconde, même si les fonctionnaires fédé-

Britannique; il s'élève contre le fait que le ministère des Postes ait

imprimé le nom de cette province dans les deux langues.

Le ministère a répondu qu'en ce qui concerne l'emploi des deux langues officielles sur les timbres-poste, il avait pour principe a) de montrer la nature bilingue du Canada et b) de reproduire tout le texte dans les deux langues officielles.

Comme dans bien d'autres cas, les dimensions du timbre commémoratif du centenaire de la Colombie-Britannique et l'exigence de lisibilité ont limité les choix possibles. Les traducteurs officiels affectés au ministère ont confirmé qu'on pouvait traduire le nom « British Columbia » et que, si ce dernier était employé, il devrait être traduit pour être acceptable. On a utilisé les lettres du mot « CONFEDERATION », qui sont les mêmes dans les deux langues officielles, en y ajoutant, discrètement mais clairement les accents français, de façon à ce que le mot « parle » spontanément aux francophones et aux anglophones.

L'instruction de la plainte n'a révélé aucune infraction à la Loi sur les langues officielles.

• Un anglophone met en cause l'emploi du mot « Aérogramme » et l'expression « Air Mail » sur les aérogrammes canadiens (lettres par avion). Il ajoute que le mot « cents » devrait suivre le chiffre 15.

Le Commissaire n'a pas poursuivi l'affaire avec le ministère, car il n'y avait pas violation de la Loi. Les termes « Aérogramme » et « Air Mail » étaient exacts. Quant à la décision d'ajouter le mot « cents », elle était aux yeux du Commissaire purement administrative et donc du strict ressort du ministère.

#### *Dossiers nos 296, 370, 608, 677 — Matériel postal*

• Un francophone demande, en décembre 1970, des étiquettes bilingues favorisant l'acheminement du courrier pendant le temps des fêtes. Il commande des étiquettes pour Winnipeg, Toronto, et Vancouver mais ne peut les obtenir.

Winnipeg et d'autres centres possédaient des étiquettes imprimées en français. Cependant, Vancouver et Toronto n'en avaient pas. Le ministère avait laissé aux maîtres de poste la liberté de commander le genre et la quantité d'étiquettes qu'ils estimaient nécessaires pour répondre à la demande. D'après le ministère, les maîtres de poste seraient en meilleure posture que quiconque pour apprécier la situation locale. Sur ce point, le Commissaire a rappelé au ministère qu'il fallait, aux termes de la Loi, offrir au public, lorsque la demande était suffisante, les services postaux dans les deux langues.

Le ministère a ajouté qu'il lui serait difficile de rendre bilingues les étiquettes présentement en usage parce que l'abondance de mots sur

code postal. Le représentant de l'association est d'avis que la circulaire aurait dû être rédigée dans les deux langues officielles.

Le ministère a déclaré que l'interprétation et la mise en vigueur de la Loi sur les langues officielles posaient des problèmes particuliers en Saskatchewan car il n'est pas facile d'évaluer la demande franco-phonie dans cette province. Selon lui, cette demande de services en français serait faible et n'aurait pas justifié la création d'un service de traduction.

Le ministère a précisé qu'il se faisait une règle de communiquer avec les particuliers dans la langue que ceux-ci utilisent. En ce qui concerne les organismes, il a décidé d'en faire un relevé afin que, dans la mesure du possible, les communications leur soient envoyées dans la langue de leur choix.

Le Commissaire a souligné que la présence de l'élément franco-phonie en Saskatchewan devrait inciter un organisme fédéral aussi important que le ministère des Postes à attacher une valeur symbolique réelle aux demandes de ce groupe linguistique. Il a en outre signalé qu'il devrait être possible et souhaitable de rédiger dans les deux langues une circulaire qui fait l'objet d'une diffusion générale.

*Dossier n° 394 — A Edmonton*

Un francophone d'Alberta croit que des facteurs refusent de livrer des lettres parce qu'elles sont adressées en français et, comme preuve à l'appui, il envoie une enveloppe adressée en français qui lui aurait été retournée avec la mention « no such address ».

Le ministère a assuré le Commissaire que la plainte résultait d'une erreur commise par inadvertance. Il a précisé qu'il prendrait toutes les mesures nécessaires pour éviter la répétition d'incidents semblables.

*Dossiers nos 264 et 419 — Timbres*

• Un anglophone suggère qu'on devrait inverser l'ordre des mots « Postes » et « Postage » sur les timbres canadiens pour que le terme anglais vienne en premier (c'est-à-dire à gauche du terme français) étant donné que la majorité des Canadiens sont anglophones et lisent de gauche à droite.

L'instruction a montré qu'il n'y avait pas d'infraction, ni à l'esprit de la Loi sur les langues officielles ni à l'intention des législateurs, puis-que l'égalité de statut des deux langues officielles était respectée. En fait, les deux mots peuvent se voir simultanément, d'un seul coup d'œil, et n'ont pas, à proprement parler, à être « lus ».

• Un anglophone prétend que le mot « Confédération » n'apparaît qu'en français sur le timbre commémoratif du centenaire de la Colombie-

ministère, en anglais seulement, une circulaire concernant le nouveau

• Une association francophone établie en Saskatchewan reçoit du

se reproduiraient plus.  
officielles et a assuré le Commissaire que des incidents de ce genre ne  
était en mesure de fournir des services au public dans les deux langues  
ralement accordé à tous ses clients. Il a ajouté que son bureau de Regina  
plaignante n'avait certes pas été conforme au traitement courtois géné-

Le ministère a informé le Commissaire que l'accueil réservé à la  
sultée par un employé de ce bureau.

• Une francophone rapporte au Commissaire les difficultés qu'elle  
a éprouvées à obtenir des renseignements du bureau de poste central  
de Regina au téléphone en français. De plus, elle affirme avoir été in-

Le ministère a réitéré ses directives par mesure de précaution.

l'expéditeur. Néanmoins, suite à l'intervention du Commissaire, le minis-  
langue autre que l'anglais tel quel et de ne jamais le retourner à  
enjoignant à tous ses employés d'accepter le courrier adressé dans une  
Commissaire que des directives avaient été émises le 20 juin 1969  
Le ministère n'a pu déterminer la véracité des faits. Il a informé le

n'a pas voulu substituer « Newfoundland » à « Terre-Neuve ».  
de Regina pour expédier sa lettre et on a refusé de le faire parce qu'il  
Le plaignant s'est par la suite présenté en personne au bureau de poste  
direction » parce que le nom de la province était libellé en français.  
nation de Terre-Neuve lui a été retournée avec la mention « For better  
• Un francophone déclare qu'une lettre postée à Regina a desti-

*Dossiers nos 90, 341, 659 — A Regina*

et l'affectation de son personnel.

ministère de tenir compte des exigences de la Loi dans le recrutement  
Afin de corriger ces lacunes, le Commissaire a recommandé au

répond habituellement qu'en anglais.

francophone peut renoncer à se faire servir en français si on ne lui  
tenir une réponse en français. Il a en outre signalé au ministère qu'un  
des francophones sans que ceux-ci aient à indiquer leur intention d'ob-  
services d'information n'étaient pas en mesure de s'occuper des appels  
tère que la Loi sur les langues officielles n'était pas respectée si les  
Insatisfait de cet expéditeur, le Commissaire a souligné au minis-

phone n'aurait fait appel que trois fois depuis la création du service.  
provincial ou au directeur régional, recours auquel le public franco-  
et que les appels faits en français devaient être renvoyés au directeur  
formé le Commissaire qu'il avait engagé sept anglophones unilingues  
veau code postal en vigueur dans le grand Winnipeg, le ministère a in-

Afin de répondre aux demandes de renseignements relatifs au nou-

raisons qu'il estimait valables, n'était présent à l'heure donnée pour assurer le service en français. Il a déploré cette lacune et était d'avis que le bureau en cause aurait dû s'organiser de façon à répondre aux exigences d'ordre linguistique. Des directives précises ont été portées à l'attention des responsables afin d'éviter la répétition d'incidents semblables.

*Dossier n° 75 — A Toronto*

Un francophone de Toronto se plaint que les Postes modifient souvent l'adresse de son courrier lorsqu'elle est libellée en français. Le ministère a indiqué que les trieurs chargés de l'acheminement du courrier n'étaient pas familiers avec la façon française d'adresser une communication et, à la hâte, se lisaient que : 3555 avenue. Comme cette adresse n'existait pas, le courrier était envoyé au Service de recherche d'adresses qui le réadressait. Le ministère a assuré le Commissaire que les modifications étaient faites de bonne foi et que les Postes assumaient leur responsabilité primordiale qui consiste à livrer le courrier. Néanmoins, afin de corriger la situation, il a émis des directives appropriées.

*Dossiers nos 172, 547, 577 — A Winnipeg*

- Un fonctionnaire des Postes à Winnipeg déclare que son ministère lui confie des tâches supplémentaires parce qu'il est bilingue, sans pour autant augmenter son traitement.

Le Commissaire a répondu que les questions de rémunération n'étaient pas de son ressort. Le plaignant a autorisé le Commissaire à transmettre son dossier au ministère.

- Une francophone déclare qu'il n'y a aucun commis d'expression française au bureau de poste principal de Winnipeg. Elle ajoute que le public ne peut obtenir en français des renseignements concernant le nouveau code postal.

- Une Franco-manitobaine téléphone à Winnipeg au service des renseignements relatifs au nouveau code postal. Elle ne peut obtenir de réponse en français.

En ce qui concerne le bureau de poste principal, le ministère a déclaré qu'il y a eu pendant plusieurs années un commis bilingue de service et qu'il est même arrivé que le bureau en compte deux et même davantage. La situation présente résultait d'une réduction du nombre de guichetiers et de mises à la retraite. Des mesures ont été prises afin de mettre au service du public un guichetier bilingue.

n'avait reçu ces documents que le 25 mars et en version anglaise seulement. Il lui était donc impossible de les faire traduire et imprimer sous forme bilingue sans compromettre l'échéance. C'est pourquoi, exceptionnellement, il s'était résigné à distribuer ces documents unilingues anglais.

A l'invitation du Commissaire de se conformer aux exigences de la Loi sur les langues officielles quant à la distribution de documents au public dans la région de la capitale nationale, dans les districts bilingues éventuels et là où la demande le justifie, le ministère a répondu qu'il prendrait les mesures nécessaires pour y parvenir.

• Un francophone demande au commis d'un sous-bureau de poste d'Ottawa des timbres de six cents. Il déclare que le commis traduit aussitôt en anglais sa commande. Le plaignant demande ensuite des renseignements concernant les coupons internationaux : le commis ne comprend pas et demande au client s'il sait l'anglais. Ce dernier invite le commis à faire appel au directeur, un francophone, qui vient fournir les renseignements. Le plaignant ajoute que ceci s'est répété à plusieurs occasions.

Deux vérifications ont permis de constater que, à chaque occasion, le commis anglophone faisait appel sans tarder au surveillant, un francophone. Le Commissaire a conclu qu'il n'y avait pas eu infraction à la loi, le service ayant été fourni en français promptement.

• Une francophone déclare qu'un sous-bureau de poste d'Ottawa ne respecte pas le statut des deux langues officielles parce que certains écrits n'y figurent qu'en anglais.

Le Commissaire n'a pas donné suite à cette plainte, le bureau en question ayant été fermé.

• Une francophone déclare que le ministère n'offre pas un service aussi efficace en français qu'en anglais au bureau de poste situé à l'angle des rues Sparks et Elgin à Ottawa. S'adressant au préposé en français, elle se vit répondre : « I don't speak French, go to the next counter, he might understand you ». Elle fut donc obligée de changer de guichet et d'attendre son tour une deuxième fois.

Le ministère a informé le Commissaire qu'il regrettrait cet incident et a précisé que le maître de poste avait émis des directives afin d'assurer des services égaux à sa clientèle.

• Un francophone se présente au bureau de poste principal d'Alta Vista (Ottawa) un mercredi d'octobre 1971 vers 17 h 45 et ne peut se faire servir en français. Il n'y avait à ce moment-là que trois guichetiers unilingues.

Le ministère a reconnu que, même si quatre des sept guichetiers de service ce jour-là étaient bilingues, aucun d'entre eux, pour des

Le ministère a expliqué que le responsable du magasin où se trouve le bureau de poste était également maître de poste et qu'il faisait tout en son possible pour qu'un service dans les deux langues soit offert en tout temps.

Le Commissaire a rappelé au ministère son devoir de s'assurer que le bureau de poste en question dispense constamment un service dans les deux langues officielles, sans que la clientèle ait à subir les effets de retards indus. Il a toutefois souligné que cela ne signifiait pas que tous les employés du bureau devaient être bilingues. Afin de remédier, du moins en partie, à des situations de ce genre, le Commissaire a suggéré au ministère de préparer un lexique bilingue à l'attention des employés des postes qui sont affectés au service du public et qui possèdent une connaissance insuffisante de l'une des deux langues officielles.

*Dossier n° 387 — A Hudson*

Un francophone déclare qu'à un bureau de poste de Hudson, Québec, les deux employés qui ont affaire au public sont des anglophones unilingues.

Dans sa réponse, le ministère a indiqué qu'un rapport de son bureau régional concluait à la possibilité d'obtenir en tout temps des services en français au bureau de poste en question. En effet, le maître de poste et son adjoint sont francophones. Selon le ministère, le plaignant se serait peut-être adressé à un employé à mi-temps, anglophone, sans exiger d'être servi en français.

Le Commissaire a recommandé au ministère de s'assurer que ses services au public soient dispensés dans les deux langues officielles.

*Dossiers nos 46, 179, 265, 346, 384, 507 — A Ottawa*

• La plaignante déclare qu'elle n'a pu se faire servir en français au bureau de poste situé dans une pharmacie d'un centre commercial d'Ottawa et au bureau de poste de la rue Besserer.

Le ministère a indiqué qu'au bureau de poste du centre commercial, il y avait un employé capable d'assurer un service en français. Le bureau de la rue Besserer, pour sa part, disposait d'effectifs bilingues suffisants pour répondre aux exigences du bilinguisme institutionnel.

• Un francophone d'Ottawa fait grief au ministère de lui avoir fait parvenir une circulaire sur l'utilisation des codes postaux et une feuille d'amendement au répertoire du code postal rédigées uniquement en anglais.

Le ministère a expliqué au Commissaire que les documents en question avaient été mis à la poste le 26 mars afin d'assurer l'instaurer du nouveau code postal dans les délais prévus. Or, le ministère

Une francophone se plaint d'avoir eu de la difficulté à obtenir des services en français au bureau de poste d'un centre commercial de l'ouest de Montréal. Elle a dû attendre que l'employée, unilingue anglaise, trouvât une personne bilingue capable de la dépanner.

*Dossier n° 321 — A Montréal*

Un anglophone domicilié à Québec se plaint qu'un employé d'un bureau de poste dans cette ville ne peut servir le public en anglais. Le Commissaire a demandé au plaignant de lui donner l'adresse du bureau de poste en question ainsi que la date et l'heure du présumé incident. Faute de réponse, le Commissaire n'a pu instruire la plainte et a donc clos l'affaire.

*Dossier n° 811 — A Québec*

Le ministère a confirmé que des mesures avaient été prises afin d'éviter la répétition d'incidents semblables à l'avenir. Le ministère a décidé de refaire la circulaire dans les deux langues officielles. Elle devait être distribuée au cours de la première semaine d'avril 1971. certain nombre de circulaires portant, entre autres, la mention « Why not in French ? » avaient été retournées. Le maître de poste a donc de la distribution du courrier dans la RR N° 5 avait reconnu qu'un aucune correspondance sur le sujet mais que la personne responsable nouveau titulaire a informé le ministère qu'il n'y avait aux dossiers 1970, au moment où la charge de maître de poste était vacante. Le Le ministère a indiqué que l'incident est survenu le 10 octobre 1970, au moment où la charge de maître de poste était vacante. Le serait restée sans réponse.

Une lettre adressée aux représentants locaux du ministère à ce sujet anglaise alors que le public de cette région est en majorité francophone. circuler dans la région RR N° 5 de Moncton une circulaire unilingue Un francophone fait grief au ministère des Postes d'avoir fait

*Dossier n° 152 — A Moncton*

Un francophone fait grief au ministère des Postes d'avoir fait circuler dans la région RR N° 5 de Moncton une circulaire unilingue anglaise alors que le public de cette région est en majorité francophone. Une lettre adressée aux représentants locaux du ministère à ce sujet Le ministère a précisé que cette situation découlait d'un mauvais déploiement du personnel étant donné que plus de la moitié des employés du bureau en question étaient bilingues et que lorsqu'ils étaient bien répartis, les services pouvaient être fournis dans les deux langues officielles. Pour éviter que cette situation ne se reproduise, le ministère a invité le maître de poste à s'assurer qu'en tout temps son bureau puisse fournir ses services dans les deux langues.

les deux langues. À son avis, ce bureau se doit d'offrir un service bilingue vu que la ville compte un grand pourcentage de francophones et qu'elle est visitée par beaucoup de Québécois.

Un francophone se présente au bureau de poste de Campbellton, Nouveau-Brunswick, où il constate que le service n'est pas assuré dans

*Dossier n° 652 — A Campbellton*

## POSTES

D'autre part, la brochure en question était un bulletin d'information publié par la section anglaise du programme « Challenge for Change/Société Nouvelle ». La section française avait préparé son propre bulletin d'information qui comprenait une traduction intégrale du texte sur la télédiffusion par câble. Malheureusement, pour des raisons indépendantes de l'Office, l'impression de ce bulletin était en retard de quatre mois. Le plaignant en a reçu un exemplaire dès sa parution.

une réponse dans la langue officielle de son choix.

Le plaignant a reçu de son bureau de Hamilton des réponses en anglais et il verra désormais à ce que tout correspondant reçoive de ce bureau la réponse dans la langue officielle de son choix.

La politique de l'O.N.F. est de servir le public dans les deux langues officielles à son siège social, à ses bureaux principaux situés dans des régions bilingues et dans tout autre endroit où il est possible de le faire lorsqu'il y a une demande importante. L'O.N.F. a regretté que le plaignant ait reçu de son bureau de Hamilton des réponses en anglais et il verra désormais à ce que tout correspondant reçoive de ce bureau la réponse dans la langue officielle de son choix.

Un francophone fait grief au bureau de l'Office national du film à Hamilton de lui écrire en anglais et de ne pas disposer de la version française d'une brochure traitant de la télédiffusion par câble.

*Dossier n° 393 — Communication et brochure en anglais seulement*

## OFFICE NATIONAL DU FILM

Le Commissaire a recommandé que la publicité faite par le Musée dans cette revue reflète l'égalité de statut de l'anglais et du français en leur qualité de langues officielles.

La revue bilingue *What's on in Ottawa/Voici Ottawa*.

Le plaignant a remarqué que le Musée national des sciences et de la technologie a fait paraître une annonce uniquement en anglais dans

*Dossier n° 403 — Publicité dans une revue*

Pour ce qui est des guides au Musée national des sciences et de la technologie, les Musées nationaux ont affirmé qu'ils étaient en mesure d'assurer des services dans les deux langues officielles.

Pour ce qui est des collections et à celle des visiteurs en cas d'urgence.

dans les deux langues mais leur tâche essentielle est de veiller à la sécurité des collections et à celle des visiteurs en cas d'urgence.

Le rôle. Les commissionnaires qui sont de faction peuvent s'exprimer

Un francophone se plaint de la mauvaise qualité du français utilisé par les guides à l'Hôtel de la Monnaie.

La Monnaie royale canadienne a déclaré qu'elle n'avait pas d'exigences précises quant aux aptitudes linguistiques de ses guides. Ceux-ci seraient tous des commissionnaires d'origine canadienne-française.

Il semble que ce n'était pas tellement la qualité de la langue que la mauvaise condition des lieux — bruyants et inconfortables — qui était à l'origine de ces difficultés. D'ailleurs, les explications seraient tout aussi difficiles à saisir en anglais.

Un nouvel Hôtel de la Monnaie sera vraisemblablement construit sous peu et des postes d'observation vitrés seront mis à la disposition des visiteurs qui pourront suivre les divers stades de production au moyen d'enregistrements sur bande magnétique réalisés dans les deux langues. D'ici là, la Monnaie royale installera sur ses principales machines des écrans descriptifs bilingues.

#### *Dossier n° 575 — Administration interne et service au public*

Un employé francophone de la Monnaie royale se plaint des difficultés qu'il éprouve dans son avancement, des directives et communications touchant le personnel qui ne sont généralement émis qu'en anglais seulement, et du service au public.

Le Commissaire a invité le plaignant à lui fournir plus de précisions. Ce dernier ayant omis de le faire, le Commissaire n'a pu instruire la plainte.

## MUSÉES NATIONAUX DU CANADA

### *Dossier n° 276 — Les guides*

Un francophone se plaint de la mauvaise qualité du français parlé par les guides du Musée de guerre et du Musée national des sciences et de la technologie, tous deux relevant des Musées nationaux du Canada. Au cours de l'année financière 1970-1971, les Musées nationaux ont fait l'objet d'une étude spéciale du Bureau du Commissaire. Cette étude comprenait les points soulevés par le plaignant. Un compte rendu de cette étude et des recommandations figure aux pages 80-82 du premier rapport annuel du Commissaire.

Quant au Musée de guerre, les Musées nationaux ont précisé qu'il n'a pas de guides officiels. Les enseignes, légendes et écrans jouent

sur les noms inscrits, que la Division de l'administration du ministère est unilingue anglaise.

Le Commissaire n'a pas instruit cette plainte parce qu'elle ne mettait pas en cause la prestation de services au public dans les deux langues officielles.

*Dossier n° 667 — A Moncton*

Un dirigeant syndical de Moncton (Nouveau-Brunswick) écrit au Commissaire pour protester contre ce qu'il appelle la rapidité et la façon subreptice avec lesquelles le ministère de la Main-d'œuvre et de l'Immigration a entrepris d'exécuter son programme de bilinguisme. Il déclare que, comme la région de Moncton n'a même pas été désignée district bilingue, cette conduite est indéniablement une infraction volontaire à la Loi sur les langues officielles.

Dans sa réponse, le Commissaire rappelle qu'il lui incombe, aux termes de la Loi, de prendre toutes les mesures en son pouvoir en vue de faire reconnaître le statut de chacune des langues officielles et de faire respecter l'esprit de la Loi et l'intention du législateur dans la conduite des affaires des institutions du Parlement et du gouvernement du Canada. Dans les circonstances auxquelles le plaignant fait allusion, il fallait tenir compte de l'article 39(4) de la Loi sur les langues officielles.

Le Commissaire a précisé que les méthodes de nomination et d'avancement relèvent entièrement de la Commission de la fonction publique. Il lui incombe seulement de s'assurer que celle-ci, dans l'exercice de ses fonctions, respecte l'esprit de la Loi sur les langues officielles et l'intention du législateur. En outre, il est autorisé à étudier les plaintes que lui adresse quiconque s'estime lésé par la Commission de la fonction publique lors d'un concours d'avancement ou de recrutement pour lequel des facteurs linguistiques entrent en ligne de compte et lorsque le poste visé comporte la prestation de services au public. Le Commissaire ajoutait que, comme le climat bilingue dans la fonction publique fédérale lui tenait à cœur et vu que le plaignant avait peut-être d'autres objections à formuler, il aurait plaisir à le rencontrer.

La réunion, qui eut lieu à Moncton, a apporté un complément d'information précieux aux interlocuteurs. Le Commissaire a ultérieurement écrit au plaignant pour l'informer qu'il avait à maintes reprises insisté auprès des dirigeants de la Commission de la fonction publique sur l'importance que son Bureau attachait au fait que la Commission examine avec la plus grande sympathie toute demande de cours de langue seconde qui lui est soumise, même si la Loi sur les langues officielles ne donne aucun droit aux fonctionnaires fédéraux en la matière.

Une personne anonyme consulte l'annuaire téléphonique gouvernemental de la région de la capitale nationale et déclare, en se fondant

*Dossier n° 666 — Hypothèse*

Lors des entretiens qu'il a eus avec des représentants de la Commission de la fonction publique le Commissaire a souligné combien son Bureau souhaite que la Commission examine avec sympathie les demandes de cours de langue seconde, même si la Loi n'autorise aucunement les employés fédéraux à réclamer une telle formation.

Le Commissaire n'ignore certes pas l'importance capitale que revêtent pour tous les fonctionnaires les points soulevés par le plaignant, mais force lui est de conclure qu'aucun de ces faits ne violait la Loi sur les langues officielles. Par conséquent, il a averti le plaignant qu'en l'occurrence son Bureau ne pouvait être d'aucun secours aux membres de son association et conseillé aux syndiqués de continuer à faire connaître le plus tôt possible au service du personnel de leur ministère leur désir de suivre des cours de langue seconde.

Il en ressort que la Loi n'oblige aucun ministère à offrir des cours de langue seconde. Par conséquent, on ne peut considérer qu'une telle formation soit un droit conféré par la Loi. La question des postes bilingues au sein de la fonction publique fédérale relève de chaque ministère concerné et le Commissaire n'intervient que si l'exercice de cette prérogative entraîne, selon lui, une infraction à la Loi.

En réponse, le Commissaire a dit au plaignant qu'il s'était entretenu de l'application des directives sur le bilinguisme dans la région atlantique avec des dirigeants de la Commission de la fonction publique et qu'il avait demandé à un conseiller juridique si l'accès aux cours de langue était un droit aux termes de la Loi sur les langues officielles.

Il a ajouté que lorsqu'il n'y a pas de candidats bilingues compétents dans cette région, le ministère de la Main-d'œuvre et de l'Immigration va en chercher à l'extérieur. Des employés qui ont demandé voilà plus de quatre ans à suivre des cours de langue sous l'égide du gouvernement attendraient toujours, selon le plaignant. Ce dernier prétend en outre que le niveau scolaire exigé en 1966 pour entrer dans la fonction publique a été abaissé pour certains concours à des postes bilingues. Il rappelle qu'il existe des règlements qui exigent qu'au moins 50 p. 100 du personnel situé dans une région désignée soient bilingues.

anglophones unilingues suscitées par le programme du bilinguisme n'é-

Le président d'une section locale d'un syndicat à Saint-Jean (N.-B.) écrit au Commissaire pour protester contre un article paru dans le *St. John's Telegraph Journal*. Cet article reproduisait une déclaration du Commissaire soutenant que les craintes des fonctionnaires

*Dossier n° 540 — De Saint-Jean (N.-B.)*

Le ministère a indiqué que ces plaintes et une recommandation formulée antérieurement par le Commissaire l'avaient incité à revoir sa politique en matière de publicité. Il a promis de recourir à l'avenir aux médias de langue française.

Les hebdomadaires de langue française utilisent les journaux dans les régions où n'existent pas de quotidiens de langue française, les journaux de langue française et demandent que, par l'intermédiaire des médias de langue française et demandent que, ils aimeraient pouvoir s'informer de l'activité des organismes fédéraux réclame au Manitoba que dans les quotidiens de langue anglaise. Ils Deux francophones reprochent au ministère de ne faire de la

*Dossiers n°s 516 et 586 — Publicité*

Afin de vérifier si l'erreur a été commise vis-à-vis d'autres demandes rattachées aux programmes d'initiatives locales, les représentants régionaux à Halifax ont procédé à la révision de chacun des dossiers. On a conclu qu'il s'agissait d'un cas isolé. Le ministère a rappelé au personnel responsable de la bonne marche de ces programmes l'importance de toujours fournir au public un service dans les deux langues.

C'est à cause du grand nombre de demandes reçues, de l'urgence rattachée à la mise en œuvre des programmes et du souci de servir le public le plus rapidement possible que, par inadvertance, une lettre en anglais a été adressée à un francophone.

La plainte était reliée à de nouveaux programmes mis sur pied afin de stimuler le marché du travail et de créer de nouveaux emplois. Ces programmes temporaires ne faisaient donc pas partie de l'activité habituelle du ministère et avaient entraîné un surcroît de travail et un volume accru de correspondance avec le public.

Le président d'un organisme d'expression française du Nouveau-Brunswick a reçu, en réponse à une lettre rédigée en français, une communication en anglais du ministère à Halifax.

*Dossier n° 511 — A Halifax*

Le directeur du Centre de main-d'œuvre en cause ne se souvenait pas de l'incident à l'origine de la plainte, le ministère n'a pas caché qu'à ses yeux un tel incident était un malentendu regrettable.

Le Commissaire a communiqué ces renseignements au plaignant.

Le ministère a répondu qu'il avait pris les mesures voulues pour accroître la capacité bilingue au standard en y affectant une téléphoniste parfaitement bilingue.

*Dossier n° 108 — Accueil à Ottawa*

Un francophone déclare qu'à l'entrée principale de l'édifice où loge l'administration centrale du ministère, il a été interpellé d'une manière agressive par le commissaire unilingue anglais de faction. Dès le début de l'instruction de cette plainte, le ministère a informé le Commissaire qu'il avait procédé de sa propre initiative à certains changements, de sorte que tous les gardiens entrant en contact avec le public à l'édifice susmentionné étaient maintenant bilingues. Le commissaire impliqué ayant été muté avant la fin de l'instruction du Commissaire, ce dernier a tenu à obtenir du ministère l'assurance que ce commissaire n'avait subi et ne subirait, par suite de ce changement, aucune diminution de traitement ou de prestige à cause de son unilinguisme.

*Dossier n° 422 — Cours de langue*

Un plaignant fait part des difficultés auxquelles il se heurte pour obtenir l'autorisation de suivre des cours de langue dans le cadre d'un programme de formation de la main-d'œuvre. Le Commissaire a informé le plaignant que la Loi ne lui donnait aucun pouvoir en matière d'enseignement de la langue seconde.

*Dossier n° 468 — Cours de recyclage*

Un anglophone domicilié au Québec expose le cas de son épouse qui, en réponse à la demande de renseignements sur les cours de recyclage qu'elle a adressée à un Centre régional de la main-d'œuvre du Canada, aurait été informée qu'il n'y avait eu aucun cours de ce genre en anglais au Québec depuis deux ans et que, pour suivre des cours en anglais, elle devrait aller en Ontario. Le ministère a communiqué les résultats de son enquête au Commissaire : il a pour principe d'acheter des cours de recyclage chaque fois que le besoin s'en fait sentir. Au Québec, lorsque le nombre de clients anglophones demandant à suivre des cours est suffisant, ces cours sont offerts en anglais. Toutefois, si la demande de cours dans cette langue est trop faible, les clients anglophones sont inscrits ailleurs aux cours qui leur conviennent; il arrive parfois même que ce soit en dehors de la province où ils sont domiciliés.

A l'époque de l'instruction, le ministère offrait, dans la région de Montréal, quinze cours en anglais, dont des cours de formation préparatoire et des cours de formation professionnelle.

Un citoyen de Regina s'élève contre la nomination à la Cour fédérale d'un certain juge. Selon le correspondant, ce juge n'est pas compétent en français et a fait montre dans le passé, lorsqu'il exerçait une charge publique, d'une attitude hostile à l'égard des Canadiens français. Le Commissaire n'a pas instruit la plainte car elle ne comportait aucune contravention à la Loi. Les juges de la Cour fédérale ne doivent pas tous être bilingues pour que celle-ci se conforme aux exigences de la Loi sur les langues officielles.

## MAIN-D'ŒUVRE ET IMMIGRATION

*Dossiers nos 103, 143, 182, 429, 463 — Centres de main-d'œuvre du Canada*

● Un francophone déclare que le Centre de main-d'œuvre de la rue Yonge à Toronto présente un visage unilingue anglais.

Au cours de l'été 1970, une enseignante bilingue avait été installée à l'extérieur de l'immeuble. Sur la porte d'entrée principale se trouvait également un écriteau bilingue indiquant les heures d'ouverture du bureau. Par contre, les autres écriteaux du Centre n'étaient qu'en anglais mais devaient être changés sous peu. Il est possible, toutefois, que le plaignant ait confondu le bureau en question avec celui d'une société privée de main-d'œuvre situé tout près.

● Une francophone du Manitoba reçoit une communication rédigée en anglais d'un fonctionnaire francophone d'un Centre de main-d'œuvre. La direction du Centre en cause a procédé à une révision de ses méthodes administratives afin de fournir tous ses services dans les deux langues officielles en tout temps.

● Un francophone affirme que le nombre d'employés du Centre de main-d'œuvre à Ottawa pouvant s'exprimer en français n'est pas suffisant, particulièrement aux niveaux supérieurs.

Le ministère a indiqué que 62 p. 100 des fonctionnaires de ce Centre étaient bilingues et 7 p. 100 possédaient une certaine connaissance du français. Le déploiement du personnel dans les divers secteurs d'activité a permis au Commissaire de constater que ce bureau semblait être en mesure d'assurer des services adéquats dans les deux langues officielles.

● Deux plaignants protestent séparément contre le fait que la réceptionniste-téléphoniste du Centre de main-d'œuvre du Canada à Moncton ne soit pas suffisamment bilingue pour recevoir les appels en français.

Le ministère a répondu que le problème composait un grand nombre d'éléments, tant généraux que particuliers :

1. Dans cette nomination, il a été tenu compte du fait que l'Assemblée législative du Nouveau-Brunswick allait procéder à des changements d'ordre législatif. Il y a eu, en effet, entente en ce sens entre le procureur général du Nouveau-Brunswick a déposé un projet de loi visant à instituer la charge de juge-en-chef et à donner à ce dernier le pouvoir de désigner un juge pouvant siéger à une cour de comté autre que celle pour laquelle il a été nommé. Cette mesure conférerait plus de souplesse au système des tribunaux de comté du Nouveau-Brunswick en permettant tant la nomination de juges bilingues au besoin.
2. La compétence du juge s'étend à quatre comtés dont la composition linguistique n'est pas identique et qui comporte dans certains cas un faible pourcentage de francophones.

3. La nomination d'un juge à une cour donnée ne constitue pas en soi une solution aux problèmes linguistiques reliés à l'administration de la justice. Plusieurs autres facteurs entrent en ligne de compte, dont la compétence linguistique du personnel de la cour et des avocats qui y plaident, la langue de rédaction des lois provinciales, la langue d'enseignement du Droit dans la province et la compétence linguistique des cours d'appel. En fait, il semble que la seule solution satisfaisante soit celle de l'interprétation simultanée.
4. Dans toute cette question, l'élément essentiel est évidemment l'application juste et équitable de la loi; en conséquence, le critère de la compétence professionnelle doit avoir préséance sur d'autres critères, dont celui de la compétence linguistique.

5. Dans l'administration de la justice, les responsabilités provinciales sont si importantes que l'autorité fédérale, chargée de nommer les juges, serait malavisée de déroger le moins possible aux fins et objectifs des autorités provinciales responsables. C'est pour cette raison, d'ailleurs, que certains articles de la Loi sur les langues officielles, en particulier l'article 11, ont été modifiés après l'introduction du bill à la Chambre des communes à l'automne de 1968.

6. Enfin, depuis deux ans, les juges nommés par le gouvernement fédéral ont accès aux cours de langues du gouvernement du Canada. Nombre de juges ont d'ailleurs suivi ces cours depuis.

Le Commissaire, dépourvu de compétence dans ce cas, a néanmoins exprimé l'avis que le ministère de la Justice aurait dû saisir cette occasion pour apporter une contribution positive à l'amélioration de la situation linguistique dans le domaine de la justice.

Un francophone se plaint de ce qu'un juge anglophone unilingue ait été nommé à la cour de comté d'une région du Nouveau-Brunswick où l'élément francophone y est important et déclare que dans le domaine de la justice, tous les efforts visant à éliminer les difficultés de communication devraient être faits.

(Racine)

Dossier n° 157 — « *Mais vous avez pour juge un père qui vous aime* »

## JUSTICE

Dans le cas présent, le Commissaire a reconnu que cette étude était importante aux francophones de la Nouvelle-Ecosse et, dans un geste de collaboration exceptionnel, le Bureau des traductions du Secrétaire d'Etat a accepté de la traduire à la demande du Commissaire. Ce dernier a fait parvenir au plaignant plusieurs exemplaires en français de l'étude.

Les contraintes professionnelles et budgétaires. publier, dont la nature et l'importance du sujet, la qualité du travail et l'auteur. Divers critères ont évidemment présidé au choix des études à quelle déciderait de publier le serait uniquement dans la langue de la Loi sur les langues officielles, à l'effet que les travaux de recherche royale d'enquête sur le bilinguisme et le biculturalisme avant l'adoption gaise. Cette situation découle d'une décision prise par la Commission question n'a été publiée qu'en anglais et il n'existe pas de version française. Le Commissaire a obtenu les renseignements suivants : l'étude en mission royale d'enquête sur le bilinguisme et le biculturalisme.

Une association francophone de la Nouvelle-Ecosse se plaint au près du Commissaire de l'impossibilité d'obtenir la version française de l'étude *Acadian Education in Nova Scotia* réalisée pour la Commission royale d'enquête sur le bilinguisme et le biculturalisme.

Dossiers n°s 524 et 698 — « *Acadian Education in Nova Scotia* »

a décidé de ne pas instruire la plainte.

Les erreurs signalées étaient tellement minimales que le Commissaire gais dans une publication bilingue d'Information Canada.

Un francophone signale au Commissaire quelques erreurs de fran-

Dossier n° 504 — *Qualité de la langue*

L'instruction a démontré que le numéro de téléphone d'Information Canada inscrit dans l'annuaire de Toronto correspond à des lignes directement reliées au central téléphonique de l'organisme à Ottawa, où, conformément à la Loi sur les langues officielles, les services sont fournis en français et en anglais. Le Commissaire a communiqué ces renseignements au plaignant.

Un anglophone proteste contre le fait qu'Information Canada, qu'il appelait à Toronto, ait répondu dans les deux langues officielles, mais en français d'abord. Il s'élève en outre contre les titres et les légendes bilingues sur le papier et les annonces du gouvernement fédéral.

*Dossier n° 260 — A Toronto*

Information Canada a regretté ce fait et a donné au Commissaire l'assurance qu'une attention particulière serait portée à cet aspect de son programme publicitaire.

Un francophone signale au Commissaire qu'Information Canada a fait de la réclame en anglais seulement dans la revue bilingue *What's On in Ottawa/Voici Ottawa*. Comme ce périodique s'adresse aux habitants et aux visiteurs de la région de la capitale nationale, il se demande pourquoi Information Canada n'a pas fait paraître son message dans les deux langues officielles.

*Dossier n° 325 — Publie*

Information Canada a reconnu qu'un tel incident ait pu se produire puisque l'organisme a mis un certain temps à se doter d'une capacité bilingue à son Centre d'aide aux étudiants, pour des raisons qui échappaient à son contrôle.

Un francophone se présente (été 1971) au Centre d'aide aux étudiants installé dans le local de l'Informathèque d'Information Canada, à Ottawa, et ne peut obtenir de renseignements en français.

*Dossier n° 266 — Centre d'aide aux étudiants*

## INFORMATION CANADA

Le Commissaire a recommandé que, pour toute exposition, le nom du ministère (ou toute désignation officielle) soit inscrit dans les deux langues officielles sur les écritureaux et les pochettes, de même que sur tout le matériel publicitaire. Il a en outre recommandé que l'adresse figurant sur les bons de commandes soit toujours inscrite dans les deux langues.

Dans ses explications, le ministère a reconnu que son nom n'avait figuré qu'en anglais sur le stand mais il a déclaré qu'il avait comme principe de fournir l'information commerciale dans la langue de la clientèle, d'imprimer sur chaque publication son nom en anglais et en français et d'inscrire son nom, lorsqu'il devait figurer sur le stand, dans les deux langues officielles.

La Galerie nationale a regretté ces incidents et a promis de prendre toutes les mesures nécessaires pour qu'une telle situation ne se reproduise plus.

## INDUSTRIE ET COMMERCE

*Dossiers nos 226, 312, 385 — Office de tourisme*

• Deux plaintes mettent en cause le bureau de l'Office de tourisme situé sur la rue Kent à Ottawa. Le premier plaignant dit s'être fait répondre en anglais à des questions posées en français. Il se plaint également de n'avoir pu obtenir la version française d'un dépliant publié par la province de Québec. Le deuxième plaignant fait grief à ce bureau de ne pouvoir offrir au public une documentation détaillée en français sur les provinces autres que le Québec.

À la suite de l'instruction de la première plainte, le ministère a répondu que le bureau assurait des services dans les deux langues officielles en tout temps pendant les heures d'ouverture et qu'il avait généralement en main les publications de la province de Québec dans les deux langues officielles. Le plaignant s'était reporté sur ce point à une situation exceptionnelle qui ne reflétait en rien la pratique du bureau à cet égard.

En ce qui concerne la deuxième plainte, le ministère a expliqué que les dépliants publiés par l'Office et distribués par ses bureaux au Canada existaient dans les deux langues officielles. On met également à la disposition du public un certain nombre de brochures qui proviennent des provinces ou d'organismes privés qui ne sont pas soumis aux exigences de la Loi sur les langues officielles. Ces publications sont sans doute à l'origine de cette plainte.

• La troisième plainte concerne la publication de l'Office *Adventure Tours of the Trans-Canada Highway*. Le plaignant signale que cette brochure n'avait pas été publiée en français. Une vérification a toutefois permis de constater qu'elle existait en français sous le titre *A la découverte du Canada par la route transcanadienne*.

*Dossier no 401 — Exposition du livre à Dallas*

Le plaignant déclare que, lors d'une visite à l'exposition du livre qui s'est tenue à Dallas, Texas, en juin 1971, pendant le Congrès de l'American Library Association, le ministère de l'Industrie et du Commerce, responsable de la participation canadienne, n'a pas projeté l'image d'un pays bilingue en ne s'identifiant qu'en anglais; de plus, la pochette et la page couverture du catalogue des livres français ne portaient que des inscriptions en langue anglaise.

La Galerie nationale a informé le Commissaire que le service des ascenseurs et du restaurant libre-service de la Galerie nationale était assuré par des concessionnaires qui, conformément aux termes de leurs contrats, doivent fournir au public des services dans les deux langues. Pour ce qui est des gardiens, 60 p. 100 étaient bilingues. Les concessionnaires veillent à ce que, en règle générale, seuls des gardiens bilingues manœuvrent les ascenseurs et qu'au moins un gardien bilingue soit de faction sur chaque étage. Cependant, un des liftiers suppléants était un anglophone unilingue. Quant au personnel du restaurant, la seule personne anglophone unilingue était la gérante.

Un francophone fait grief à la Galerie nationale de ne pas servir le public dans les deux langues. Il allègue que ni le liftier, ni la personne à laquelle il s'est adressé au restaurant libre-service n'ont pu lui répondre dans sa langue.

*Dossier n° 413 — Services unilingues*

## GALERIE NATIONALE DU CANADA

Au moment où le Commissaire a entamé l'instruction de la plainte, le ministère avait déjà pris des mesures pour régler le problème. Une bibliothèque bilingue devait entrer en fonctions et deux personnes bilingues s'apprêtaient à occuper des postes de soutien. De plus, une autre bibliothèque fut invitée à suivre sans délai des cours de français.

Un francophone se présente à la bibliothèque du ministère à Ottawa et ne peut se faire servir en français.

*Dossier n° 177 — Bibliothèque*

## EXPANSION ÉCONOMIQUE RÉGIONALE

Le Commissaire a recommandé au ministère de faire en sorte que soient assurés des services bilingues continus.

Le ministère a informé le Commissaire qu'au moment où ces appels téléphoniques ont été reçus, il y avait en service huit techniciens dont un bilingue, deux partiellement bilingues et cinq unilingues anglais. Depuis, le personnel a été changé pour comprendre quatre techniciens bilingues et cinq unilingues anglais. Les techniciens bilingues dont le ministère disposait ont été affectés de la façon la plus avantageuse possible pour le fonctionnement des cinq horaires réguliers, ne laissant ainsi que 20 à 30 p. 100 des horaires de jour et de nuit sans service français.

*Dossier n° 311 — Circulaire et questionnaire*

Un étudiant à l'Institut d'urbanisme de l'Université de Montréal se plaint d'avoir reçu de la Direction des recherches et de la coordination des politiques du ministère la circulaire « To Students Employed in National Advisory Committees on Water Resources Research », ainsi que des questionnaires en anglais seulement.

Le ministère a indiqué qu'effectivement l'envoi des documents en anglais à l'Institut d'urbanisme avait précédé celui des documents en français dont la traduction n'était pas achevée. Il a présenté ses excuses à l'Institut et a promis d'envoyer les versions françaises dès que la traduction serait terminée. Il a de plus donné l'assurance que des mesures seraient prises pour éviter la répétition d'incidents semblables.

*Dossier n° 418 — Réponse aux lettres en français*

Un ancien fonctionnaire allègue que des lettres en français adressées à une division du ministère sont jetées au panier.

L'instruction a révélé que les lettres en français adressées à la division en question recevaient une réponse dans cette langue.

*Dossiers nos 432 et 541 — « Native Trees of Canada »*

Deux plaignants font grief au ministère de ne pas avoir, à la fin de 1971, publié la version française du volume *Native Trees of Canada* alors que le texte anglais avait été publié en janvier 1970.

Le Commissaire a indiqué au ministère qu'un tel écart de temps entre la publication des versions anglaise et française d'un même volume constituait une violation de la Loi sur les langues officielles et lui a recommandé de hâter la parution de l'ouvrage en français.

Le ministère a fourni des explications sur ce retard, plus particulièrement en ce qui concerne la traduction des termes scientifiques de l'anglais vers le français. Selon le ministère, la terminologie française dans le domaine de la sylviculture au Canada s'était détériorée à tel point que certains termes anglais étaient traduits littéralement. Apparemment, on a dû faire des recherches considérables afin de rétablir les termes justes. C'était l'intention du ministère de faire paraître la version française en décembre 1972.

Afin de corriger la situation d'une manière plus générale, le Ministère a décidé d'émettre des directives en ce qui touche toutes ses publications dans les deux langues officielles.

*Dossier n° 486 — Service de l'environnement atmosphérique à Uplands*

Un citoyen d'expression française téléphone, à deux reprises, au Service de l'environnement atmosphérique à Uplands et n'obtient pas de réponse en français.

Ces deux plaintes ont de plus incité le Commissaire à faire une étude spéciale sur le bilinguisme au Service de l'environnement atmosphérique. On trouvera le compte rendu de cette étude au chapitre II.

Ayant reçu à la fin de l'année financière une autre plainte de plusieurs météorologues d'expression française du Service de l'environnement atmosphérique à Montréal concernant le statut de la langue française dans ce Service, le Commissaire a décidé de poursuivre l'inspection de ces deux plaintes dans un cadre plus général, soit celui du statut de la langue française à l'intérieur de ce Service. Même si ces questions ne sont pas encore réglées, le ministère a exprimé son intention de se conformer le plus tôt possible à la Loi sur les langues officielles.

Pourrait se réaliser avant quelques années.

où celui-ci peut recruter son personnel et que, par conséquent, cela ne dépendrait de l'application d'un programme de formation linguistique, ministère a souligné au Commissaire que la réussite d'un tel projet loges de travailler dans la langue officielle de leur choix. Toutefois, le taurer le bilinguisme dans ce Bureau, ce qui permettrait aux météorologues de travailler dans la langue de travail est l'anglais. Le Service de l'environnement atmosphérique a entrepris une étude sur les possibilités d'offrir des services professionnels, d'après le ministère, sont des anglophones qu'il existe un nombre limité de météorologues bilingues, une bonne bureaux météorologiques de tout le pays. Pour cette raison, et parce de son caractère national, ce Bureau recrute ses professionnels dans les téorologiques aux bureaux de prévisions dans tout le Canada. A cause de l'environnement atmosphérique, chargée de la diffusion des cartes météorologiques, d'une direction de l'Administration centrale du Service de l'environnement atmosphérique, il s'agit là, selon

En ce qui concerne le Bureau central d'analyse, la fin de 1972.

sation devait être complétée à la fin de 1972.

vice devait entrer en opération au début de juillet 1972 et son organisation devait être complétée à la fin de 1972.

leins et des prévisions météorologiques dans les deux langues. Ce service assurait vingt-quatre heures sur vingt-quatre la rédaction des bulletins et des prévisions météorologiques tantôt dans une langue, tantôt dans l'autre. Le ministère a cependant pris des mesures pour assurer vingt-quatre heures sur vingt-quatre la rédaction des bulletins et des prévisions météorologiques tantôt dans une langue, tantôt unilingues en français ou en anglais. A l'heure actuelle, selon le ministère, si l'on permettait aux employés de travailler entièrement dans la langue officielle de leur choix, les différents clients du Bureau météorologique de Montréal seraient déçus et frustrés car ils recevraient des bulletins et de prévisions météorologiques, tantôt bilingues, tantôt unilingues en français ou en anglais. A l'heure actuelle, de demandes de bulletins et de prévisions météorologiques, tantôt bilingues, tantôt unilingues en français ou en anglais. A l'heure actuelle, Canada où ils sont exploités à l'intention du public. Il y a donc beaucoup

● Un francophone passe une commande en français à la Photographique nationale de l'air et reçoit une formule de confirmation en anglais.

Le ministre a informé le Commissaire que la formule en question avait été remplacée par deux formules, l'une en français et l'autre en anglais.

● Un francophone cherche à rejoindre par téléphone un ami, employé du ministre, et est vexé par l'attitude peu courtoise de la personne anglophone unilingue qui lui répond.

Le Commissaire a jugé que l'incident n'avait pas constitué une contravention à la Loi sur les langues officielles puisqu'il n'était pas question d'un service normalement offert au public.

## ENVIRONNEMENT

*Dossiers nos 147 et 580 — Service de l'environnement atmosphérique à Montréal*

Deux fonctionnaires d'expression française déclarent qu'à Montréal, l'anglais est la langue de travail au Centre météorologique canadien (autrefois le Bureau central d'analyse) et au Bureau météorologique du Service de l'environnement atmosphérique. Ils veulent que le ministre reconnaisse dans les faits le droit de ses employés de travailler dans la langue officielle de leur choix.

Le ministre a accepté la recommandation du Commissaire de permettre aux employés de tous les bureaux météorologiques du Québec de travailler dans la langue officielle de leur choix, tout en soulignant les difficultés que soulève l'application de cette mesure dans certains bureaux.

Le ministre a indiqué que dans plusieurs bureaux météorologiques du Québec, ceux de Québec, Sept-Îles, Val d'Or et St-Hubert par exemple, de même que dans les stations qui fournissent des informations météorologiques au public, les employés pouvaient travailler entièrement dans la langue officielle de leur choix, sous réserve de communiquer avec les usagers dans la langue de ces derniers. La plupart des membres du personnel de ces bureaux sont des francophones bilingues et il n'existe pas de problème de langue.

Au sujet du Bureau météorologique de Montréal, le ministre a précisé qu'il s'agit d'un bureau qui donne des renseignements à la population de la région mais dont le principal travail consiste à émettre des bulletins et des prévisions météorologiques, par l'entremise du système de communication météorologique, aux bureaux de météorologie, aux services de presse, etc., dans le Québec et dans les autres régions du

approuvée et transmise à qui de droit et quelques mois plus tard on lui apprit que, comme il lui restait moins de trois ans avant la retraite, il n'était pas admissible à des cours de français. Le plaignant fait remarquer qu'à l'époque où il a fait sa demande il lui restait plus de trois ans de service actif. En outre, il espérait, une fois retraité, trouver du travail dans un autre ministère fédéral où le fait d'être bilingue aurait probablement constitué un atout.

Le Commissaire a informé le plaignant que la Loi sur les langues officielles n'oblige aucune institution gouvernementale à donner des cours de langue seconde à ses employés. En conséquence, le cas présent ne constituait pas une infraction à la Loi.

#### *Dossier n° 593 — Économats militaires*

Un plaignant affirme que les enseignes et les affiches des magasins militaires officiels dans toutes les bases des Forces canadiennes sont en anglais seulement. Ce serait le cas en particulier aux bases de Rockcliffe et d'Uplands dans la région de la capitale nationale.

Le ministère a répondu que, depuis le 1<sup>er</sup> février 1972, les aspects visuels des écomats situés dans la région de la capitale nationale reflétaient le caractère bilingue des Forces canadiennes. Sur le plan global, le ministère a préparé une directive définissant la politique de bilinguisme que les écomats doivent suivre. Cette directive devait être distribuée à toutes les bases et les stations avant le 1<sup>er</sup> mars 1972. Enfin, le ministère a fait état de plusieurs mesures qu'il avait déjà prises, ou qu'il entendait prendre, afin de s'assurer que les écomats se conforment aux exigences de la Loi sur les langues officielles dans toutes leurs activités.

#### ÉNERGIE, MINES ET RESSOURCES

##### *Dossier n° 329 — Observatoire fédéral à Ottawa*

Le plaignant fait grief au ministère de ne pas offrir des services en français à l'Observatoire fédéral à Ottawa.

Le ministère a reconnu le bien-fondé de la plainte. Afin de corriger la situation, l'agent d'information scientifique devait suivre des cours intensifs de français. Comme mesure intermédiaire, on a recruté un guide bilingue pour répondre aux questions des visiteurs. Le ministère a ajouté qu'on avait prévu des films en français et en anglais sur des sujets scientifiques connexes à l'intention des visiteurs qui doivent attendre avant de pénétrer dans la salle exigüe qui abrite le télescope.

Avant de clore l'instruction, le Commissaire a recommandé que le ministère tienne compte dans sa publicité des préférences linguistiques du public francophone de l'Observatoire.

diennes, par exemple, ne peut plus être mandataire officiel d'une province et président d'une commission scolaire en même temps. Le ministre a également rappelé à tous ses établissements les grands principes de sa politique de bilinguisme et notamment la ligne de conduite adoptée en matière de signalisation.

*Dossier n° 116 — Assurance-transport*

Un membre des Forces armées se plaint de ne pouvoir traiter en français avec une compagnie d'assurance désignée par le gouvernement.

Le ministre a assuré le Commissaire que cette compagnie avait une capacité bilingue et pour principe de correspondre avec ses clients dans la langue officielle de leur choix. En l'occurrence, la compagnie a toutefois reconnu son erreur.

Plus tard, le correspondant a déposé une seconde plainte contre la même compagnie qui lui avait une fois encore envoyé des formulaires en anglais. L'instruction a prouvé que cette compagnie possédait réellement le personnel et la documentation voulus pour traiter ses affaires dans les deux langues officielles. Il semble donc que le problème soit davantage imputable à la négligence qu'à la mauvaise volonté ou à l'absence de capacité bilingue.

Le Commissaire s'est offert de poursuivre l'instruction si le correspondant l'autorisait à révéler son nom et les détails de la dernière transaction. Le plaignant n'a pas répondu.

*Dossier n° 162 — Base d'Uplands*

Le plaignant fait grief à la 3<sup>e</sup> Unité des mouvements aériens, Base d'Uplands, de ne pas être en mesure d'offrir des services bilingues aux voyageurs.

Cette plainte a été étudiée dans le cadre d'une étude spéciale des services offerts ou fournis au public à la base d'Uplands, étude qui a démontré qu'effectivement la 3<sup>e</sup> Unité n'était pas en mesure d'offrir des services au public dans les deux langues officielles.

Le ministre a décidé de prendre les mesures nécessaires pour corriger cette situation. Il a émis des directives visant à rendre bilingues la documentation à l'intention des passagers, ainsi que les enseignes et les tableaux indicateurs, et à assurer la présence d'une personne bilingue qui puisse répondre aux demandes de renseignements dans les deux langues officielles.

*Dossier n° 510 — Cours de français*

Un officier des Forces armées canadiennes dit n'avoir pu obtenir l'autorisation de suivre des cours de français. Sa demande avait été

élèves. Comme seconde raison, on avançait que les conflits répétés entre le plaignant et le directeur et les autres membres du corps enseignant créaient un climat de tension préjudiciable au moral des professeurs. Le plaignant prie instamment le Commissaire de faire une enquête sur la situation à l'origine de sa plainte.

Après avoir très soigneusement étudié les problèmes de compétence qui se posaient dans le cas présent, le Commissaire a résolu de mener une enquête sur le statut du français, langue officielle, tel qu'il était enseigné dans l'école en question. Sur la foi des renseignements qu'il possédait alors, le Commissaire a décidé que la question de la mise à pied du plaignant n'était pas de son ressort. Après des discussions préliminaires et un échange de correspondance avec le ministre, le Commissaire a autorisé deux agents du Service des plaintes à suivre, en qualité d'observateurs, l'enquête officielle que le ministre se proposait de mener.

En conséquence, peu après le début de l'année scolaire, deux fonctionnaires du ministère et deux représentants du Bureau du Commissaire se sont rendus à la base en question pour enquêter sur les circonstances qui ont entouré l'emploi et le renvoi du plaignant, dans la mesure où elles avaient trait à l'égalité du statut de l'anglais et du français comme langues officielles. Avant cette visite, on avait consulté les autorités provinciales responsables de l'enseignement afin d'obtenir des renseignements détaillés sur la législation scolaire de la province et l'enseignement du français dans ladite province. Les enquêteurs ont visité l'école et interrogé certaines personnes dont le commandant de la base en sa qualité de mandataire officiel de la province et président de la commission scolaire, le directeur, les professeurs, le plaignant et certains parents intéressés.

Ces entrevues ont clairement révélé un grave conflit de personnalités entre le directeur et l'un des professeurs d'une part et le plaignant d'autre part. L'enseignement du français à l'école suscitait effectivement des réactions moins que favorables. L'enquête a confirmé que dans les raisons invoquées pour le renvoi du plaignant on n'avait pas tenu compte de certains facteurs. Le Commissaire a donc pu recommander que le ministère entreprenne les réformes voulues pour rendre l'enseignement du français conforme au programme adopté par l'école. Pour des raisons purement humanitaires, le Commissaire a suggéré au ministre d'envisager ce qu'il pouvait légitimement faire pour le plaignant. Le ministère a répondu qu'il avait offert au plaignant, dans une autre école d'une base de la province, un poste similaire que ce dernier avait refusé. Il ajoutait qu'il avait pris des mesures pour améliorer les modalités administratives en ce qui concerne l'enseignement donné aux familles du personnel militaire. Ainsi, le ministre a publié une directive interdisant le cumul de fonctions. Un membre des Forces cana-

Un professeur de français, langue seconde, à l'école d'une base militaire dans l'une des provinces de l'Ouest prétend que son enseignement rencontre certaines résistances. Il se plaint de l'indifférence, pour ne pas dire l'hostilité ouverte, du directeur et dit que les autres professeurs partagent l'opinion du directeur et se rangent de son côté. Le commandant de la base, qui est également mandataire officiel de la province et président de la commission scolaire, soutient plutôt le directeur dans la dispute qui a éclaté. Des problèmes disciplinaires avec les élèves ont également attisé le conflit. Le plaignant prétend que l'on a encouragé certains élèves difficiles à lui désobéir et à perturber les cours de français. La situation s'est détériorée au point que le mandataire officiel a jugé nécessaire d'informer le plaignant que son contrat ne serait pas renouvelé. La première raison invoquée pour son renvoi était son incapacité à maintenir la discipline dans certaines classes et à se faire obéir de certains élèves, et par là même son manque d'autorité sur les

*Dossier n° 63 — Enseignement du français*

Le plaignant déplore la carence de livres français à la bibliothèque du Centre médical des Forces armées à Ottawa. Le ministère a confirmé que la presque totalité des volumes disponibles à la bibliothèque était en anglais. À la suite de l'intervention du Commissaire, le ministère a décidé d'allouer dès 1971, à même son budget de \$1 500 pour l'achat de livres, \$1 000 à des volumes en français, et de consacrer désormais à cette fin un quart de son budget annuel. Le ministère a également fait part au Commissaire d'un certain nombre de mesures propres à donner à l'hôpital une dimension plus bilingue conformément aux exigences de la Loi sur les langues officielles.

*Dossier n° 134 — Bibliothèque du Centre médical*

Le plaignant déplore la carence de livres français à la bibliothèque du Centre médical des Forces armées à Ottawa. Le ministère a confirmé que la presque totalité des volumes disponibles à la bibliothèque était en anglais. À la suite de l'intervention du Commissaire, le ministère a décidé d'allouer dès 1971, à même son budget de \$1 500 pour l'achat de livres, \$1 000 à des volumes en français, et de consacrer désormais à cette fin un quart de son budget annuel. Le ministère a également fait part au Commissaire d'un certain nombre de mesures propres à donner à l'hôpital une dimension plus bilingue conformément aux exigences de la Loi sur les langues officielles.

Dans le cas du plaignant, le Commissaire avait demandé au ministre d'envisager la possibilité de lui administrer de nouveaux traitements psychiatriques sous la direction d'un spécialiste de langue française. Cette suggestion n'a pas été retenue parce que le psychiatre de langue française qui avait examiné le patient en avril 1971 était d'avis qu'aucun traitement ultérieur n'était nécessaire.

Le ministère a accepté cette recommandation et a informé le Commissaire que pour éviter tout malentendu à ce sujet, on utiliserait désormais un formulaire contenant une rubrique où le patient indiquerait son désir d'être soigné par un médecin francophone ou anglophone et la langue qui doit être utilisée pour les traitements hospitaliers. Le ministère a ajouté que cette pratique serait suivie autant pour les patients venant d'autres services médicaux que pour les cas d'urgence traités à l'hôpital ou à la clinique externe du département de psychiatrie.

Un membre francophone des Forces armées canadiennes à Ottawa déclare que son escadron, composé d'environ 400 hommes, dont 17 ou 18 p. 100 seraient francophones, sera bientôt transféré à Trenton. Or, à cet endroit, il n'y a pas d'école française au niveau primaire. Le plaignant souligne au Commissaire qu'il tient à ce que ses jeunes enfants poursuivent leurs études en français, mais il ne voudrait pas qu'ils entrent au pensionnat, même si dans ce cas une allocation est prévue.

À la suite de l'intervention du Commissaire, le ministère a accepté d'établir à Trenton une école française au niveau primaire. Elle pouvait accueillir, dès septembre 1971, des élèves de la première à la sixième année inclusivement. Enfin, le ministère a décidé d'entreprendre une étude de la situation scolaire dans les bases et stations militaires au Canada afin de déterminer quelles mesures pourraient être prises pour permettre aux militaires francophones de faire éduquer leurs enfants en français.

*Dossier n° 131 — Services psychiatriques au Centre médical*

Un membre de la Gendarmerie royale du Canada, patient au Centre médical de la Défense nationale à Ottawa, réclame l'intervention du Commissaire pour garantir la présence d'un psychiatre de langue française au sein d'une Commission médicale convoquée pour l'examiner. Cette commission devait à l'origine être composée de quatre médecins, tous unilingues anglais.

Le ministère a accédé à la demande du Commissaire et, au moment de l'examen en février 1971, un membre du Service des plaintes s'est rendu sur les lieux pour constater la présence d'un psychiatre de langue française.

Libéré de la G.R.C. pour raisons de santé en mars 1971, le plaignant a par la suite fait grief au ministère de ne pas lui avoir offert les services d'un psychiatre de langue française à l'automne 1969. Les soins alors prodigués, en anglais seulement, n'auraient pas donné les résultats escomptés à cause de difficultés de communication entre le psychiatre et son patient, et cette situation aurait eu une influence néfaste sur son état de santé.

Le Commissaire a indiqué au ministère que pour respecter le principe de l'égalité de statut du français et de l'anglais, les services psychiatriques auraient dû être offerts au plaignant en français sans qu'il ait à en faire la demande. Il a donc recommandé au ministère de s'assurer que les services en question soient désormais offerts dans les deux langues dans tous les cas et systématiquement.

ministère au cas où le commandant du plaignant n'accéderait pas à sa requête.

*Dossier n° 627 — Demande de renseignements sur le statut des langues officielles à la Base de Bagotville*

Un anglophone demande si l'emploi du français est interdit à la base des Forces canadiennes de Bagotville et si oui pourquoi.

Le Commissaire a informé le correspondant que deux agents du Service des plaintes avaient visité la base au début du mois de septembre 1971 avec mission de vérifier dans quelle mesure cette importante installation militaire se conformait aux exigences de la Loi sur les langues officielles. Ils ont constaté que sur les trois escadilles opérant de la base, deux comptent surtout des anglophones qui utilisent l'anglais pour l'administration, l'entraînement et les opérations; la troisième se compose essentiellement de francophones dont le français est la langue de travail.

On a également fait savoir au correspondant que la base était en train d'élargir l'emploi du français comme langue de travail et qu'à cette fin, outre l'escadille francophone, le gouvernement avait récemment désigné le bureau du commandant et les services administratifs de la base comme unités de langue française. Même si le français n'est pas encore largement utilisé comme langue de travail, surtout dans les domaines techniques, des progrès énormes ont été réalisés ces dernières années. Le Commissaire a ajouté que la visite de ses agents avait aidé à recenser divers secteurs d'activité où le besoin d'amélioration se faisait encore sentir et qu'il se proposait de faire, en temps opportun, les recommandations voulues au ministère.

*Dossier n° 73 — Service des voyageurs à la Base de Trenton*

Le plaignant signale l'unilinguisme anglais des services offerts aux usagers de l'aérogare militaire de la base des Forces canadiennes de Trenton.

L'instruction sur place a révélé que la Base fournissait à son public voyageur particulier une gamme assez complète de services bilingues, particulièrement en ce qui regarde la documentation et les renseignements écrits à l'intention des passagers. Cependant, elle ne comptait pas un nombre suffisant de personnes bilingues capables d'offrir en tout temps des services oralement et, sous ce rapport, elle ne fournissait pas aux voyageurs des services bilingues conformes en tous points aux exigences de la Loi sur les langues officielles. En réponse aux recommandations du Commissaire, le ministère a donné l'assurance que les mesures nécessaires seraient prises afin de servir les usagers des services aériens de la Base dans les deux langues officielles.

doute la conformité du régime linguistique, tel qu'il existe dans les unités de langue française, à l'esprit de la Loi sur les langues officielles et à l'intention du législateur.

Les renseignements fournis ont révélé que le plaignant avait été affecté à cette escadille de langue française avant l'entrée en vigueur, le 7 septembre 1969, de la Loi sur les langues officielles et avant la publication, le 19 septembre 1969, du troisième volume du rapport de la Commission royale d'enquête sur le biculturalisme et le bilinguisme qui donnait corps à l'idée des unités de langue française. Le Commissaire a fait savoir au correspondant que, de toute évidence, d'après les critères alors en vigueur, sa mutation contre son gré à cette escadille allait à l'encontre de l'esprit qui avait présidé à la création des unités de langue française aussi bien que de l'intention de leurs initiateurs. Il ajoutait qu'il était maintenant en général admis que tout anglophone affecté à une unité de ce genre devait être parfaitement bilingue et désireux de travailler dans une unité de langue française (et non pas bilingue).

On a également informé le plaignant que le ministère s'efforçait de tenir compte, dans la mesure du possible, de cette condition. Le ministère a déclaré qu'il était parfois obligé d'affecter à des unités de langue française des anglophones n'ayant que des connaissances rudimentaires du français, faute de francophones possédant les qualités requises pour assurer le bon fonctionnement desdites unités. Le Commissaire a par la suite appris que la plupart des membres de l'unité étaient volontaires, mais qu'exceptionnellement le ministère devait désigner un candidat lorsque la vacance d'un poste dans un domaine essentiel risquait d'empêcher l'unité d'accomplir sa mission.

Le Commissaire a dit au plaignant qu'il ne doutait pas que l'ambiance de travail dans une unité de langue française des Forces canadiennes puisse poser quelques problèmes à un anglophone. Il était cependant convaincu que le principe des unités de langue française était conforme à la déclaration d'égalité des deux langues officielles, à l'esprit de la Loi sur les langues officielles et à l'intention du législateur. Le Commissaire estimait par conséquent qu'on ne pouvait invoquer la Loi pour s'élever contre l'unilinguisme français de la signalisation intérieure, des ordres du jour et des messages internes. À ses yeux, toutefois, l'affectation contre leur gré d'anglophones unilingues ou insuffisamment bilingues à des unités de langue française constituait une violation fondamentale du principe des unités de langue française, et il en toucherait un mot au ministre dans le rapport qu'il allait lui présenter. Il ajoutait enfin que si le plaignant n'arrivait vraiment pas à se faire aux conditions de travail dans son escadille et décidait de demander sa mutation, il serait prêt à poursuivre l'affaire avec le

Les instructions du Commissaire ont démontré que, dans l'en-

semble, les autorités de la Base se conformaient aux exigences de la Loi sur les langues officielles en ce qui a trait aux services au grand public. En contrepartie, elles ont révélé de nombreuses lacunes de nature linguistique au chapitre des services offerts aux membres des Forces canadiennes, aux personnes à charge et aux clients autorisés des installations de la Base.

Le ministre a donné son accord de principe aux recommandations du Commissaire et a promis de prendre les dispositions nécessaires pour corriger les lacunes signalées.

#### *Dossier n° 378 — Trop de français à la Base de Bagotville*

Un anglophone partiellement bilingue, membre des Forces canadiennes affecté à une escadille de langue française à Bagotville, met en doute la sagesse de la politique adoptée par le gouvernement en matière de bilinguisme et la pertinence de son application dans l'ensemble du Canada. Il cite des cas où des services en français sont offerts dans des régions du Canada où les anglophones sont en majorité écrasante, alors que les anglophones de la région du Saguenay—Lac Saint-Jean sont privés de services équivalents dans leur langue maternelle. Il se demande plus précisément si la situation linguistique qui prévaut dans son escadille est conforme à la Loi. D'après lui,

— tous les panneaux à usage interne sont uniquement en français; — les ordres du jour de son escadille ne sont publiés qu'en français; — les communications écrites internes intéressant les anglophones — ou auxquelles ils doivent donner suite — sont rédigées uniquement en français; et

— des anglophones sont mutés à l'escadille de langue française contre leur gré.

Dans une réponse provisoire à la première lettre du plaignant (voir dossier n° 6 du premier rapport annuel, 1970-1971, page 34), le Commissaire avait offert de visiter la B.F.C. de Bagotville lors d'une tournée des bases militaires qu'il se proposait d'entreprendre; il avait l'intention d'inviter le correspondant et ses camarades à lui exposer en détail leurs problèmes. Dans l'impossibilité de se rendre lui-même sur place, le Commissaire a toutefois délégué à la B.F.C. de Bagotville deux agents du Service des plaintes avec mission de s'entretenir avec le plaignant, d'instruire un certain nombre de plaintes qu'il avait reçues et de vérifier la mise en œuvre de la Loi sur les langues officielles dans son application à une base militaire installée au Québec.

Les lettres du correspondant touchaient un sujet qui a été jugé d'une importance fondamentale : pour la première fois on mettait en

rapport annuel (p.31), soit l'article 19.38 des Ordonnances et Règlements royaux qui aurait été interprété comme une interdiction aux militaires de soumettre des plaintes de nature linguistique au Commissaire.

Le Commissaire a souligné au ministre que tout membre des Forces canadiennes pouvait déposer une plainte aux termes des paragraphes (1) et (2) de l'article 26 de la Loi sur les langues officielles. De plus, le paragraphe (3) de l'article 36 de la Loi précise que les Forces canadiennes sont incluses dans l'expression « institutions du Parlement et du Gouvernement du Canada ».

S'appuyant sur l'article 31 de la Loi, le Commissaire a recommandé au ministre de modifier l'article 19.38 des Ordonnances et Règlements royaux de manière à en exempter son Bureau. Le ministre a acquiescé à cette recommandation et l'article 19.38 se lit maintenant comme suit :

# 19.38 — COMMUNICATION AVEC D'AUTRES MINISTÈRES DE L'ÉTAT

Aucun militaire ne doit entrer en communication directe avec un ministre autre que celui de la Défense nationale à l'égard de questions relatives aux Forces canadiennes ou à ses fonctions particulières, ou à son service ultérieur, à moins d'y être autorisé par ou en vertu

- a) d'un statut du Canada,
- b) des ORFC, ou
- c) des directives émanant du Quartier général des Forces canadiennes.

- (M)
- (A) Un exemple d'une disposition d'un statut du Canada aux termes du présent article est le paragraphe 26(2) de la Loi sur les langues officielles, qui autorise les militaires à communiquer directement avec le Commissaire aux langues officielles.

(25 juin 1971)

## NOTES

Un plaignant rapporte qu'à la Base des Forces canadiennes de Bagotville seul l'anglais serait utilisé dans l'administration et dans la fourniture de services au public. Dans une lettre au Premier ministre, référée par la suite au Commissaire, un autre plaignant souligne qu'à la Base de Bagotville les intentions du gouvernement en matière de bilinguisme seraient contrecarrées par des officiers des Forces armées; chiffres et faits à l'appui, il affirme que le bilinguisme n'y serait qu'une parodie.

*Entrées principales*

que l'on procède à un réexamen de la situation concernant les services bilingues offerts aux visiteurs à la base de Trenton, et que l'on prenne les mesures voulues pour que des services efficaces soient disponibles dans les deux langues officielles;

#### *L'Auberge Yukon*

que l'on prenne les mesures voulues pour que le comptoir d'accueil de l'Auberge Yukon puisse en tout temps servir les clients en français; que les renseignements sur les vols soient affichés au comptoir d'accueil dans les deux langues officielles;

que les menus soient affichés dans le restaurant dans les deux langues officielles, et

que les renseignements à l'intention des clients, dans les chambres et la buanderie, soient affichés côte à côte en anglais et en français;

#### *437<sup>e</sup> Escadron (transport)*

que les mots « Canadian Armed Forces » et « Forces armées canadiennes » soient peints sur chaque côté de l'appareil CC137;

que l'on prenne les mesures voulues pour assurer des services bilingues à bord de chaque vol;

#### *2. Unité des mouvements aériens*

que des mesures soient prises pour augmenter le nombre des personnes bilingues dans la 2<sup>e</sup> Unité des mouvements aériens de façon que des services bilingues puissent être fournis en tout temps aux passagers autorisés;

que le menu affiché au buffet de l'aéroport soit dans les deux langues officielles, que l'on invite le concessionnaire à fournir des services dans les deux langues officielles, et que son contrat d'exploitation soit modifié dès que l'occasion s'en présentera pour tenir compte de cette obligation;

que la base des Forces canadiennes de Trenton prenne les mesures voulues pour qu'il y ait des livres et des revues en français au kiosque à journaux de l'aéroport.

#### *C. Plaintes spécifiques*

##### *Droit des militaires à déposer des plaintes*

Un militaire francophone invite le Commissaire à se pencher sur une situation que ce dernier avait brièvement abordée dans son premier

drille tactique de combat soit fondée sur le volontariat, et que les anglophones susmentionnés soient remplacés dès que des membres ayant les connaissances techniques et linguistiques nécessaires seront disponibles;

(ii) que les services disponibles concernant le personnel en tant qu'individs soient fournis aux membres de l'Escadrille dans la langue officielle de leur choix sans tenir compte de leur compétence en matière de bilinguisme; et

(iii) que la traduction des publications et des instructions techniques nécessaires à l'Escadrille soit accélérée.

## *B. Trenton*

### *Présentation*

A la demande du Commissaire et avec l'entière collaboration du ministère de la Défense nationale, un représentant du Service des plaintes a visité la base des Forces canadiennes de Trenton, les 13 et 14 mars 1972, pour instruire une plainte concernant les services bilingues offerts aux utilisateurs des installations de transport aérien de cette base (voir dossier n° 73). Il a interrogé un certain nombre d'officiers qui s'occupent de la fourniture de services aux usagers autorisés et a examiné les locaux où sont fournis ces services.

### *Constatations*

La principale aérogare des Forces canadiennes est située à la base de Trenton. Elle accueille environ 11 000 passagers par mois. Bien qu'on n'ait pu obtenir de chiffres exacts sur le pourcentage des usagers francophones, on a estimé que leur proportion variait entre 10 et 15 p. 100. La demande de services en français vient généralement des épouses et autres personnes à charge de militaires francophones voyageant séparément. Notre enquête a révélé que la base des Forces canadiennes de Trenton ne fournit pas aux voyageurs des services bilingues conformes en tous points aux exigences de la Loi sur les langues officielles. Cette faiblesse pourrait être surtout attribuée au manque de personnel bilingue, civil et militaire, préposé à la fourniture de services aux passagers. Le ministère a donné son accord de principe aux recommandations du Commissaire et l'a informé qu'il prenait les mesures nécessaires pour remédier à la situation le plus rapidement possible.

**Le Commissaire a recommandé :**

#### *Contrats de location et d'exploitation*

que les accords concernant les concessions et les contrats de location et d'exploitation conclus par le commandant de la Base avec des francophones soient rédigés en français;

#### *Logements familiaux et parc de maisons mobiles*

que tous les documents ayant trait aux logements familiaux ou aux parcs de maisons mobiles soient rédigés dans la langue officielle du localitaire;

#### *Enseignement des langues*

que les militaires des Forces canadiennes à Bagotville qui veulent suivre des cours d'anglais puissent le faire au même titre que ceux qui veulent suivre des cours de français;

#### *Journal de la Base*

que le *Phare-Beacon* de Bagotville prenne toutes les mesures possibles pour augmenter la proportion des textes français;

#### *Station radio CKBG de la Base*

que la B.F.C. de Bagotville révise et, le cas échéant, modifie le permis de radiodiffusion de CKBG afin de permettre l'utilisation du français dans ses programmes;

#### *Administration du personnel civil*

que les publications, les formules et autres documents nécessaires à l'administration des employés civils soient publiés dans les deux langues officielles;

#### *410<sup>e</sup> et 425<sup>e</sup> Escadrons (escadrons de langue anglaise)*

(i) que les unités des Forces canadiennes qui comptent des francophones parmi leur personnel, disposent d'un ensemble de publications, de formules et de bulletins administratifs rédigés en français; et

(ii) que la Base des Forces canadiennes de Bagotville prenne des mesures afin que son secteur administratif (devenu unité de langue française) compte suffisamment d'employés bilingues pour que les anglophones bénéficient de services individuels dans leur propre langue officielle;

#### *433<sup>e</sup> Escadrille tactique de combat*

(i) que, l'escadrille étant une unité de langue française, l'affectation d'anglophones unilingues ou insuffisamment bilingues à la 433<sup>e</sup> Escad-

les anglophones constituent la grande majorité, formant surtout la troupe, vés, ce qui explique le caractère anglais prédominant de la Base. Néanmoins, tous les services au grand public sont assurés dans les deux langues officielles, conformément à la Loi. Les recommandations que nous avons faites au ministère de la Défense nationale nous ont été surtout dictées par le souci d'assurer aux deux langues officielles, à l'intérieur de la Base, un statut, des droits et des privilèges égaux quant à leur emploi, comme l'exige l'article 2 de la Loi. C'est la raison pour laquelle nous n'avons pas jugé nécessaire d'assortir nos recommandations de dates limites pour leur mise en œuvre. Le Commissaire a toutes fois souligné qu'il était urgent de procéder à ces changements sans nuire en quoi que ce soit aux exigences de la mission opérationnelle de la Base. Le ministère a donné son accord de principe à toutes nos recommandations et le Commissaire suit de près leur mise en œuvre au moyen de rapports périodiques.

Le Commissaire a recommandé :

#### *Administration de la Base*

qu'une étude détaillée de chacun des éléments d'organisation de la Base soit entreprise en vue de recenser les services qui pourraient être fournis ou offerts dans les deux langues officielles, et que la Base formule un plan et mette en vigueur un programme accompagné des dates auxquelles on prévoit pouvoir offrir ces services;

#### *Conseiller en bilinguisme de la Base*

qu'un officier d'état-major de grade supérieur affecté à la base des Forces canadiennes de Bagotville soit officiellement nommé conseiller ou coordonnateur en bilinguisme de la Base;

#### *Service de traduction*

que soit créé à la B.F.C. de Bagotville un service de traduction compétent sur place;

#### *Bibliothèque générale de la Base*

que le commandant de la Base prenne les mesures nécessaires pour rétablir l'équilibre dans le nombre de volumes français et anglais qui sont disponibles à la bibliothèque de la Base;

#### *Cinéma de l'économat de la Base*

que le commandant de la Base examine la possibilité de présenter au cinéma de l'économat de la Base quelques films de langue française;

la défense aérienne du Canada dans le cadre des accords canado-américains sur la défense. À la fin de juillet 1971, l'effectif de la B.F.C. de Bagothville comptait 1 369 militaires et 375 employés civils, à l'exclusion du personnel des Forces alliées.

La position de la B.F.C. de Bagothville sur le plan linguistique a subi une modification importante par suite de la mise sur pied en 1969 de la 43<sup>e</sup> Escadrille comme unité de langue française des Forces canadiennes. Appelée maintenant « 43<sup>e</sup> Escadrille tactique de combat », c'est une unité hébergée à la Base qui relève du 10<sup>e</sup> Groupe aérien tactique du Commandement de la Force canadienne.

Le rôle de la B.F.C. de Bagothville consiste à assurer un appui administratif aux unités intégrées et hébergées ainsi qu'aux autres éléments désignés des Forces canadiennes stationnés dans la région du Saguenay. La Base elle-même n'a pas à fournir de services directs au grand public. Son « public » comprend surtout les membres des Forces canadiennes, leurs familles qui vivent à la Base ou qui sont autorisées à faire usage de ses installations ainsi que les employés civils de la Base, y compris les auxiliaires, comme les membres du personnel enseignant. En outre, la section des approvisionnementnements de la Base et l'économat traitent avec les maisons de commerce pour l'acquisition de biens et services en vertu d'un contrat ou par achats directs. La Base accueille des milliers de visiteurs chaque année.

Ces deux dernières années, le Commissaire aux langues officielles a reçu des plaintes touchant la question du bilinguisme à la B.F.C. de Bagothville, de la part de Canadiens d'expression tant française qu'anglaise. Du 8 au 13 septembre 1971, deux agents du Service des plaintes ont, avec l'entière collaboration du ministère de la Défense nationale, effectué une évaluation assez complète de la condition du bilinguisme par rapport aux aspects perceptibles et non perceptibles des services fournis par certains secteurs de la Base des Forces canadiennes de Bagothville. Ils ont interrogé un certain nombre d'officiers, de sous-officiers, de soldats et de civils s'occupant de la gestion du personnel ou ayant pour tâche de fournir des services aux membres des Forces canadiennes, à leurs familles, aux employés de la fonction publique et aux hommes de métier; ils ont également visité les emplacements où les services sont dispensés dans la Base. Toutes les entrevues étaient confidentielles et toutes les demandes de renseignements ont été accueillies dans une attitude d'entière collaboration.

## Constatations

La situation linguistique de la Base des Forces armées à Bagothville n'est pas typique d'un établissement militaire. En effet, ce n'est ni une unité de langue française ni une unité de langue anglaise. Bien que les

procès verbal de la séance en question, les commentaires du plaignant

ont été traduits.

Il n'y a donc pas eu d'infraction à la Loi.

## DÉFENSE NATIONALE

### *Introduction*

Le nombre total de plaintes concernant les Forces armées canadiennes est peu élevé compte tenu de la taille et de la complexité du ministère, mais elles soulevaient des problèmes d'importance. Dans deux cas, il a été jugé opportun de mener sur place une enquête détaillée dans des installations militaires au Québec et en Ontario. On trouvera plus loin un résumé des résultats de ces enquêtes et d'autres études.

Le ministère étudie avec rigueur chaque plainte qu'il reçoit, et ses réponses aux demandes de renseignements ou aux recommandations qui lui sont faites prouvent qu'il désire fermement respecter la lettre et l'esprit de la Loi ainsi que l'intention du législateur. Les Forces canadiennes, qui font face à une grave pénurie de personnel bilingue, ne sont pas encore en mesure de fournir des services bilingues partout où il y a des francophones, mais elles poursuivent activement la mise en œuvre de leur vaste projet connu sous le nom de « Programme et Plan d'exécution visant à accroître le bilinguisme et le biculturalisme dans les Forces armées canadiennes », déposé à la Chambre des communes le 26 février 1971.

### *A. BagoVILLE*

#### *Présentation*

La Base des Forces canadiennes de BagoVILLE est une importante installation militaire située dans la région du Saguenay - Lac Saint-Jean, à quelque 135 milles au nord de la ville de Québec. C'est la base d'attachée de trois escadrons aériens placés sous le contrôle opérationnel de deux grands commandements des Forces canadiennes : le Commandement de la défense aérienne et le Commandement de la force mobile, dont le Quartier général respectif se trouve à North Bay (Ontario) et à Saint-Hubert (Québec).

C'est également la qu'est stationnée l'unité de formation technique de campagne de l'élément Air des Forces armées canadiennes. On y trouve aussi d'autres unités auxiliaires. La Base elle-même relève du Commandement de la défense aérienne; elle joue un rôle capital dans

et anglophones. Le Commissaire a fait ressortir, néanmoins, que le concours dont faisant état la plaignante relevait sur le plan administratif à la fois du ministère de la Consommation et des Corporations et de la Commission de la fonction publique. La plainte reposait sur des considérations plus ethniques que linguistiques et, en l'absence d'une infraction évidente à la Loi sur les langues officielles, le Bureau ne pouvait apporter aucune aide directe.

Cependant, le Commissaire a suggéré que la plaignante adresse ses observations au directeur de la Direction du personnel du ministère de la Consommation et des Corporations ainsi qu'au président de la Commission de la fonction publique. Il s'est offert à transmettre cette plainte pour le compte de la plaignante, mais il a été informé par la suite qu'elle en avait déjà saisi le président de la Commission de la fonction publique qui, à son tour, a mené une enquête dont il a communiqué les résultats à la plaignante. Celle-ci a fait savoir au Commissaire qu'elle était satisfaite de la suite donnée à sa demande de renseignements.

## COMITÉ PARLEMENTAIRE MIXTE SUR LA CONSTITUTION

### *Dossier n° 320 — Langue de rédaction des avis*

Un citoyen d'Edmonton se plaint que le Comité parlementaire sur la Constitution n'ait pas annoncé ses audiences publiques à Edmonton dans l'hebdomadaire de langue française de cette ville.

Le président du comité mixte a répondu qu'on avait décidé d'annoncer ces audiences dans les quotidiens seulement, à cause du grand nombre et de la variété des hebdomadaires. Il était d'ailleurs trop tard pour placer une annonce dans l'hebdomadaire, les séances du comité ayant pris fin.

A ce point, toute instruction ou recommandation était inutile.

### *Dossier n° 643 — Déroulement des audiences publiques*

Un plaignant prétend que lorsqu'il a pris la parole devant le Comité parlementaire mixte sur la Constitution, il n'y a pas eu d'interprétation simultanée.

Le Commissaire, après avoir consulté le président du comité mixte, a informé le plaignant que l'interprétation simultanée avait été fournie à ceux qui assistaient aux audiences, mais qu'il leur fallait s'asseoir dans un des fauteuils spécialement équipés pour offrir ce service. En cas de mauvais fonctionnement du matériel, le président fournit au témoin, sur demande, un résumé dans l'autre langue officielle. Dans le

anglais, soit dans les deux langues, au choix du candidat. Cependant, lorsque l'emploi postulé requiert seulement une connaissance de l'anglais, le ministère transmet normalement en anglais les résultats de l'examen au candidat.

Comme cette pratique n'était pas conforme à la Loi sur les langues officielles, le Commissaire a recommandé au ministère de rédiger sa correspondance dans la langue du correspondant. Selon le Commissaire, même si un candidat utilise les deux langues officielles sur les formules, il est assez facile de déterminer sa langue maternelle; le nom de famille peut également fournir une indication utile, quoique pas toujours infallible.

*Dossiers nos 617 et 650 — Loi sur l'emballage et l'étiquetage des produits de consommation*

• Un citoyen de la Colombie-Britannique s'interroge sur l'application de la Loi sur l'emballage et l'étiquetage des produits de consommation. Le Commissaire l'a informé que c'est au ministère de la Consommation et des Corporations qu'incombe l'obligation de faire appliquer cette loi.

• Un citoyen d'Edmonton se demande si, en vertu de ladite loi, il devait employer, pour sa marchandise, un matériel d'emballage portant des inscriptions bilingues. Le cas échéant, il s'opposait à agir ainsi puisqu'aucun de ses produits n'est expédié vers l'Est canadien. Le Commissaire a renvoyé ce correspondant au même ministère.

*Dossier no 695 — Bulletin d'avis de concours et liste d'admissibilité des candidats*

Une fonctionnaire fédérale envoie des exemplaires d'avis de concours au sein du ministère de la Consommation et des Corporations et la liste d'admissibilité consécutive à ce concours. Cette employée constate qu'il y avait 148 candidats et signale dans sa lettre que les cinq premiers reçus au concours portent des noms français. Elle se dit étonnée qu'il n'y ait pas eu un seul candidat anglophone à posséder les qualités et l'expérience requises.

Le Commissaire a répondu que son Bureau avait deux fonctions principales. Tout d'abord, il doit veiller à ce que les Canadiens aient en français, soit en anglais. À cette fin, son Bureau instruit des griefs qui peuvent constituer des infractions à la Loi sur les langues officielles. En second lieu, le Bureau s'occupe de la langue de travail dans la fonction publique fédérale. En intervenant dans des cas exceptionnels où certains facteurs linguistiques entrent en jeu pour le recrutement ou l'avancement, le Bureau peut aider les fonctionnaires francophones

Le C.N.R. a de plus fait tenir au Commissaire des exemplaires en français et en anglais du questionnaire et des autres documents utilisés au cours de cette enquête.

*Dossier n° 651 — Digestes de la construction au Canada*

Le plaignant déclare que le C.N.R. n'a pas de version française du dépliant # CBD 100 sur le système métrique publié en avril 1968. La rédaction des Digestes de la construction au Canada (dépliant # CBD 100) relève de la Division des recherches sur la bâtiment. La publication de ces documents a commencé en 1960 et se poursuit depuis mensuellement. La Division a décidé de traduire cette populaire série de documents techniques en français, plutôt que de s'en tenir à sa pratique de fournir seulement des extraits quand il s'agit de documents scientifiques et techniques.

Au début de 1969, la traduction des Digestes de la construction au Canada a commencé d'accuser certains retards, pour diverses raisons. Comme cette situation allait grandissante, le C.N.R. a décidé, en 1971, de recourir aux services d'une société de traduction de Montréal. Le Digeste n° 100 de la construction au Canada, qui fait l'objet de la plainte, a été rédigé en anglais en avril 1968, envoyé à la traduction en septembre 1971 et chez l'imprimeur deux mois plus tard; il est disponible dans les deux langues officielles depuis le 14 février 1972.

Pour souligner les progrès en cours, le C.N.R. a informé le Commissaire qu'il fait présentement traduire dix autres Digestes de la construction au Canada.

Puisque le trop grand écart entre la parution des versions anglaise et française des documents publiés par le C.N.R. constituait une in-traction à la Loi sur les langues officielles, le Commissaire a recom-mandé au C.N.R. de veiller à ce que, dans la mesure du possible, tout document destiné au public soit publié simultanément dans les deux langues officielles ou que la version française soit disponible dans un délai raisonnable.

## CONSOMMATION ET CORPORATIONS

*Dossier n° 565 — Correspondance*

Un francophone déclare qu'à la suite d'une entrevue tenue en français, il a reçu du ministre une lettre en anglais.

Dans sa réponse au Commissaire, le ministre a indiqué qu'il a comme politique d'interroger un candidat soit en français, soit en

bilingues, bien que cet événement ait reçu un apport financier important du C.N.R. et qu'il soit placé sous les auspices de la Société royale du Canada.

Le C.N.R. a informé le Commissaire que le montant de sa subvention n'atteignait pas le dixième des frais prévus. Il a signalé toutefois que le comité d'organisation, au cours d'une réunion tenue le 7 octobre 1971, a décidé de publier son dépliant dans les deux langues. Suite à l'intervention du Commissaire, le C.N.R. a préparé un texte invitant les organismes qui jouissent de son aide à tenir compte des dispositions de la Loi sur les langues officielles lorsqu'ils organisent des conférences. Afin d'élargir la portée de son principe directeur, le Commissaire a suggéré au C.N.R. d'inviter tous les organismes bénéficiant de subventions de soutien ou de fonctionnement à fournir dans les deux langues leur documentation de même que les services relatifs aux conférences, comme l'interprétation simultanée.

*Dossier n° 606 — Code de classification des domaines de recherches 1972-1973*

Un mathématicien francophone déclare que la traduction française du Code de classification des domaines de recherches 1972-1973 émis par le C.N.R. pêche à la fois contre le bon usage de la langue et contre l'exactitude de la terminologie mathématique.

Le C.N.R. a répondu au Commissaire que le code n'avait pas été révisé depuis quelques années. Ce travail allait être entrepris au moment de la mise en place du nouveau Centre d'information de données scientifiques qui doit tenir un registre par discipline de tous les projets de recherches subventionnés par les ministères et agences du gouvernement fédéral. Avant d'effectuer des changements de terminologie, le C.N.R. compte solliciter l'opinion de quelques scientifiques francophones. Cependant, pour tenir compte des points soulignés par le plaignant, et comme mesure provisoire, le Conseil a promis de rectifier l'usage des majuscules dans le prochain numéro.

*Dossier n° 613 — Questionnaire unilingue*

Un francophone déclare avoir reçu, par l'intermédiaire de l'Université d'Ottawa, un questionnaire unilingue anglais relatif à l'enquête tripartite (Conseil national de recherches du Canada, Conseil de recherches médicales et Conseil des Arts du Canada) sur les étudiants diplômés des universités canadiennes en 1971-1972.

Le C.N.R. a informé le Commissaire que ce questionnaire, ainsi que d'autres documents relatifs à cette enquête, avaient été expédiés simultanément dans les deux langues officielles à l'Université d'Ottawa qui avait la responsabilité de les distribuer à ses divers départements.

*Dossier n° 493 — Symposium international de chimie et de physique*  
 Un francophone déclare que les formules d'invitation au Symposium international de chimie et de physique à Ottawa ne sont pas

Pour ce qui est des sommaires de chaque article, il appert que la politique du C.N.R. soit de chercher à les présenter dans les deux langues. Mais le C.N.R. éprouve des difficultés à trouver des spécialistes parfaitement bilingues disposés à traduire ces textes. Pour cette raison, il doit recourir aux services de professeurs d'université. La moitié des publications mises en cause (soit cinq revues sur dix) comportent des sommaires bilingues. Les sommaires, dans les autres publications, sont ou seront bilingues sous peu.

normalisation dans le domaine de la documentation.  
 aux recommandations internationales de La Haye (1954) concernant la dans les deux langues officielles. Les changements seront conformes article et dans le titre courant. Par ailleurs, le titre sera inscrit partout être traduit, paraîtra au dos de la revue, à la première page de chaque vue scientifique utilise une seule forme de référence. Ce code, qui ne peut les difficultés dans le traitement de l'information, il importe que toute re- Pour obvier à la possibilité d'erreurs dans les bibliographies et prévenir Les références, d'autre part, posent un problème plus complexe. technique qui a toujours porté le titre « Revue ».

Le C.N.R. était déjà conscient du problème. Ainsi, à compter de 1973, la présentation générale des revues sera bilingue. Chaque revue portera la désignation « Journal canadien de . . . », sauf la revue géo- ses revues scientifiques.

Le plaignant fait grief au C.N.R. de l'aspect unilingue anglais de

*Dossier n° 94 — Publications*

## CONSEIL NATIONAL DE RECHERCHES DU CANADA

Il lui a également envoyé un exemplaire de son rapport annuel pour l'aider à comprendre l'intention du législateur, l'esprit de la Loi et l'application de cette dernière.

Le Commissaire a informé le plaignant qu'on n'avait encore jamais considéré la Loi sur les langues officielles comme illégale et que par conséquent les ministères fédéraux devaient se conformer à ses dispositions, ce que le Conseil du trésor avait manifestement fait en l'occurrence.

travail, et que c'était contraire à la Loi.  
 vos impôts, estimant que cela entraînait un gaspillage d'argent et de

sager ait à persister en français avant qu'on renvoie enfin son appel à qui de droit;

— d'inviter les téléphonistes anglophones unilingues à s'abstenir de parler en anglais aux francophones vu que le service doit être fourni automatiquement dans la langue officielle de l'usager;

— de poursuivre ses efforts en vue d'instaurer un moyen de communication permettant aux francophones d'acheminer leurs appels dans leur langue dans toutes les villes où le service n'est pas encore bilingue; et, enfin,

— de s'assurer que l'attente soit aussi courte que possible.

Le ministre a accepté toutes ces recommandations.

## CONSEIL DE LA RADIO-TÉLÉVISION CANADIENNE

*Dossier n° 194 — Programmation en anglais*

Plusieurs personnes se plaignent de la forte proportion de disques en langue anglaise dans la programmation des stations CKCH (Hull) et CJRC (Ottawa).

Le Commissaire a porté ces plaintes à l'attention du Conseil de la radio-télévision canadienne et la question est présentement à l'étude.

*Dossier n° 602 — Prononciation des noms français*

Un anglophone a émis des doutes quant à la qualité de la prononciation des noms français au cours d'émissions radiophoniques en anglais.

Le Conseil de la radio-télévision canadienne a informé le Commissaire que, même si cette question ne faisait pas l'objet d'un règlement du C.R.T.C., l'organisme, du fait de l'intérêt qu'il porte aux questions linguistiques, s'était constamment efforcé de s'assurer la collaboration des radiodiffuseurs.

A la suite d'un entretien entre le C.R.T.C. et la direction de la station citée par le plaignant, cette dernière s'est engagée à essayer de satisfaire les exigences de ses auditeurs des deux groupes linguistiques.

## CONSEIL DU TRÉSOR

*Dossier n° 530 — Légalité d'une publication bilingue*

Le plaignant proteste contre la publication, en français et en anglais, d'une brochure du Conseil du trésor intitulé *Où va l'argent de*

Le plaignant compose le numéro du service des renseignements téléphoniques de Toronto établi sous l'égide du ministère des Communications. Il demande en français le numéro d'un ministère : la standardiste ne comprend pas et oblige donc l'usager à s'exprimer en anglais. Le ministère des Communications a informé le Commissaire que c'est son Agence des télécommunications gouvernementales, dont l'objectif est de répondre aux besoins de tous les ministères, qui a été chargée des télécommunications de l'État. L'une des obligations de cette agence, bien entendu, est d'assurer l'achèvement de tous les appels téléphoniques, que ceux-ci soient faits en français ou en anglais. Dans les centraux où il n'y avait pas de standardistes bilingues, l'Agence a fait apporter des modifications techniques spéciales à ses standards téléphoniques de façon à ce qu'une standardiste unilingue puisse rapidement renvoyer un appel fait en français à un endroit déterminé où l'appel peut être traité. En outre, si les standardistes sont des employées fédérales, on leur facilite l'accès aux cours de langues du gouvernement.

Parfois, les standardistes sont des employées fédérales unilingues anglophones qui ont passé l'âge où, selon le ministère, elles pourraient suivre avec profit des cours de langue. Pour assurer quand même le service dans les deux langues, on a apporté des modifications techniques au système au mois d'août 1971. Les standardistes ont de plus reçu des instructions précises à ce sujet.

Le ministère ne tient pas normalement un bilan des appels mais il ajoute que son procédé, bien que le besoin n'en soit pas fréquent, a été utilisé pour achever un certain nombre d'appels avec succès. Cependant, en ce qui concerne l'appel du plaignant, il n'a pu déterminer pourquoi la standardiste ne s'était pas conforée aux instructions. Chaque standardiste a été appelée à examiner attentivement les directives dont des exemplaires ont été affichés bien en évidence à chaque poste du standard.

Au début de l'année 1972, l'Agence des télécommunications gouvernementales a effectué, en présence d'un des agents du Bureau du Commissaire, des tests mettant à l'épreuve la faculté d'achever les appels dans les villes suivantes : Halifax, Toronto, London, Ottawa, Moncton, Winnipeg et Vancouver. Chaque test a été concluant quant au service et quant à l'attente.

Néanmoins, le Commissaire a, depuis ces tests, recommandé au ministère des Communications

— d'indiquer clairement aux téléphonistes unilingues de renvoyer l'appel fait en français automatiquement à une collègue bilingue sans que l'u-

tenir compte « des objets et des dispositions de la présente loi » lors-  
de services au public. Après étude des questions soulevées par la plai-  
gnante, le Commissaire a constaté qu'il n'y avait pas eu d'infraction à  
cet article.

Le poste auquel la plaignante prétendait a été désigné comme bilin-  
gue, ainsi que le poste de surveillant (CS-5). Un unilingue anglais a  
été nommé au poste CS-5, le ministère n'ayant pas trouvé de bilingue  
qui remplisse toutes les conditions requises. Cependant, le titulaire a  
accepté de suivre des cours intensifs pour apprendre le français le plus  
tôt possible. En ce qui concerne le poste de secrétaire, le ministère  
a pu recruter une bilingue possédant les qualités voulues.

Cent quinze (soit 32 p. 100) des 359 postes de la catégorie du  
soutien administratif ont été désignés comme bilingues, et il existe  
donc encore de nombreuses possibilités pour des secrétaires unilingues  
de travailler auprès de chefs unilingues.

Les résultats de l'enquête du Commissaire ont été communiqués  
à la plaignante.

#### *Dossier n° 435 — Allégation de pratiques discriminatoires*

Un député d'Ottawa sollicite par écrit le Commissaire d'enquêter  
sur une prétendue discrimination linguistique et raciale pratiquée à  
l'égard d'un fonctionnaire anglophone de sa circonscription. Le Commis-  
saire a eu par la suite un entretien avec le plaignant, au cours duquel  
celui-ci a donné des détails sur sa plainte contre le ministère des Com-  
munications.

Après étude attentive des données fournies par le plaignant, le  
Commissaire n'a trouvé aucune preuve que son poste ait été bloqué  
pour des raisons linguistiques. En outre, la discrimination alléguée  
semblait être de caractère ethnique plutôt que linguistique et de ce  
fait ne constituait pas une infraction à la Loi sur les langues officielles.  
Le Commissaire a néanmoins offert de soumettre le cas du plai-  
gnant à la Direction des justes pratiques d'emploi du ministère du Tra-

vail. Il a aussi offert d'évoquer avec le président de la Commission de la fonction publique la possibilité pour le plaignant de suivre des cours de langue seconde et de proposer qu'on considère son cas pour un emploi en dehors du ministère des Communications. La Commission de la fonction publique a fait savoir au Commissaire qu'elle avait transmis sa lettre au directeur général de la dotation en personnel qui devait demander à ses agents d'étudier les possibilités de muter le plaignant dans un autre ministère. Il a été suggéré que le plaignant étudie avec des représentants ministériels la possibilité de suivre des cours de français.

Une personne rapporte au Commissaire que la Commission a refusé à l'un de ses professeurs de français les rubans magnétiques de son nouveau cours intitulé « Dialogue Canada ».

Après vérification, le Commissaire a pu constater qu'il n'y avait pas eu refus mais tout simplement un avis indiquant que le matériel demandé n'était pas encore disponible.

## COMMUNICATIONS

### *Dossier n° 101 — Enseigne unilingue*

Un correspondant demande au Commissaire de rendre bilingue une enseignes unilingue anglaise du ministère à Ottawa.

Le Bureau du Commissaire a entrepris une étude des enseignes en général dans la région de la capitale nationale. On trouvera un compte rendu de cette étude, et des recommandations qui en découlent, au chapitre II du présent rapport.

### *Dossier n° 268 — Personnel*

La plaignante prétend n'avoir pas pu obtenir un poste de secrétaire d'un anglophone unilingue parce qu'elle était elle-même anglophone unilingue.

Précédemment à l'emploi du ministère de la Défense nationale comme ST5, elle avait été mutée à un poste intermittent au ministère des Communications et on lui avait proposé par la suite un poste de secrétaire auprès d'un fonctionnaire du niveau CS-5, étant entendu que le fonctionnaire et la secrétaire suivraient tous deux des cours de français. Peu après avoir accepté le poste, la plaignante a été informée que l'offre d'emploi avait été retirée, le fonctionnaire en question ayant besoin d'une secrétaire bilingue.

La plaignante ne comprend pas pourquoi on ne l'a pas autorisée à suivre les cours de français, d'autant plus qu'à son avis la plupart des postes classés comme bilingues sont des postes de secrétaires.

Elle soutient aussi qu'une secrétaire anglophone unilingue ne peut pas travailler auprès d'un chef également anglophone unilingue, donc incapable de traduire le courrier qui lui parviendrait en français, ni auprès d'un chef bilingue, qui pourrait vouloir lui dicter ses messages en français. En conclusion, la plaignante déclare que cette situation bloque effectivement les occasions d'emploi et interdit l'avancement.

En vertu de l'article 39(4) de la Loi sur les langues officielles il faut, pour la nomination et l'avancement du personnel, « dûment »

Une plaignante rapporte qu'un avis de convocation à un examen pour un poste de traducteur avait omis de mentionner que les candidats devaient apporter leurs dictionnaires.

Le Commissaire a transmis la plainte à la Commission de la Fonction publique et a indiqué à la plaignante que cette question ne relevait pas de sa compétence. La Commission a par la suite informé le Commissaire que la plaignante avait réussi à l'examen.

*Dossier n° 755 — Une traductrice sans dictionnaire*

La demande concernait l'application des règlements touchant la rémunération selon le Manuel de dotation en personnel de la Commission. Même si cette question ne relevait pas de la compétence du Commissaire, celui-ci a signalé au correspondant que la prime de 7 p. 100 pour l'usage d'une seconde langue officielle s'appliquait uniquement à certaines catégories d'emploi, telles les secrétaires, sténographes et dactylographes.

• Un sans-filiste, fonctionnaire du ministère des Transports, écrit au Commissaire au sujet des primes de bilinguisme accordées aux fonctionnaires.

L'instruction a révélé que la plainte était fondée. Le Commissaire a recommandé que des mesures soient prises afin d'éviter la répétition d'incidents semblables.

• Un fonctionnaire du ministère du Solliciteur général fait grief au Bureau de perfectionnement et de la formation du personnel de la Commission d'avoir émis en anglais seulement une circulaire touchant des modifications à son annuaire de cours.

*Dossiers n°s 747 et 925 — Questions de personnel*

Cette question ne relevait pas de la compétence du Commissaire et n'a pas eu de suite.

• Un fonctionnaire fédéral rapporte que des enfants francophones aurent, dans un camp d'été du Québec, maltraité des enfants de hauts fonctionnaires fédéraux anglophones.

Aucune réponse n'ayant été reçue, on a clos le dossier.

Cette plainte semblait soulever des questions d'une nature plus ethnique que linguistique; néanmoins, le Commissaire a invité à deux reprises le plaignant à venir à son Bureau exposer sa plainte en détail. Cette plainte semblait soulever des questions d'une nature plus ethnique que linguistique; néanmoins, le Commissaire a invité à deux reprises le plaignant à venir à son Bureau exposer sa plainte en détail.

remplissant les conditions pour un tel poste, aucun ministre ne lui a ensuite offert d'emploi. Ses titres et qualités correspondant parfaitement à ce poste, il attribue cette situation au préjugé défavorable qui règne dans la fonction publique fédérale à l'encontre des anglophones.

• Un anglophone, candidat à un poste de conseiller en bilinguisme, prétend que, bien que son nom fût inscrit sur une liste de candidats

*Dossiers nos 350 et 398 — Accusation de préjugé d'origine ethnique*

Le Commissaire a informé le plaignant qu'à ses yeux il n'y avait pas eu d'infraction à la Loi en l'occurrence, mais il lui a proposé de transmettre sa lettre à la Commission de la fonction publique, s'il n'y voyait pas d'objection. Le plaignant ayant accordé son autorisation, sa lettre fut dûment transmise.

• Un correspondant écrit au Commissaire qu'on l'a averti qu'il ne remplissait pas les conditions pour enseigner le français comme langue seconde à des fonctionnaires dans une ville de l'Ouest du Canada.

En l'absence d'infraction à la Loi sur les langues officielles, le Commissaire n'a pu prendre de mesure officielle dans cette affaire. Toutefois, au cours de ses discussions avec la Commission de la fonction publique, il a souligné l'importance qu'il attachait à ce que la Commission étudie, avec la plus grande compréhension possible, toutes les demandes de cours de langue seconde.

Le Commissaire a discuté de ce cas avec des fonctionnaires de la Commission de la fonction publique et a demandé à un conseiller juridique si l'accès aux cours de langue était un droit aux termes de la Loi sur les langues officielles. Il en est ressorti que, étant donné qu'aucun ministère ou organisme d'État n'est explicitement tenu par la Loi sur les langues officielles d'offrir des cours de langue seconde, on ne peut considérer ces cours comme un droit aux termes de ladite loi. Par ailleurs, le Commissaire en est arrivé à la conclusion que dans la fonction publique fédérale, en première instance c'est au ministère concerné qu'il revient de désigner les postes bilingues et qu'il ne peut intervenir que si, à son avis, une telle désignation va à l'encontre de la Loi.

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dans cette catégorie. On l'a informée que seules des bilingues pouvaient prendre aux postes vacants. Mais elle ne peut passer l'examen déterminant sa capacité bilingue tant qu'elle n'est pas fonctionnaire à plein temps; l'accès à un poste pour lequel elle estime être qualifiée lui est donc interdit.

Pendant l'instruction, la plaignante a trouvé un poste satisfaisant et on a clos son dossier.

• Une citoyenne de l'Alberta écrit au Commissaire pour protester contre les prétendues exigences linguistiques de la fonction publique dans la province de Québec. Son mari, membre des Forces armées canadiennes, est sur le point d'être muté dans cette province et la plaignante désire y trouver un emploi. Elle n'est pas bilingue et la Commission de la fonction publique, à qui elle écrit, lui a répondu qu'elle devait parler français pour prétendre à un emploi au Québec. L'enquête du Commissaire a révélé qu'au ministère de la Défense nationale les postes de la catégorie de soutien administratif ont tous été classés bilingues dans la province de Québec et que, étant donné la facilité avec laquelle ils avaient été remplis, cette mesure semblait justifiée. Dans d'autres secteurs toutefois, bien que certains postes soient également désignés bilingues, il n'est pas toujours possible de trouver des personnes qualifiées, auquel cas on étudie la candidature d'employés unilingues. Le Commissaire a transmis ces renseignements à la plaignante et lui a fait savoir qu'à son avis, il n'y avait pas là d'infract

• Un député écrit au Commissaire pour lui demander des renseignements sur la politique linguistique du gouvernement fédéral en ce qui concerne le recrutement de fonctionnaires dans la région atlantique. Il joint une lettre d'un électeur de sa circonscription qui s'élève contre le fait que les conseillers en main-d'œuvre doivent être bilingues dans les provinces de l'Atlantique. De l'avis du député, l'annonce de recrutement de conseillers en main-d'œuvre donne l'impression que le ministère de la Main-d'œuvre et de l'Immigration a pour principe de n'engager que des employés bilingues dans certaines catégories et qu'il faut être bilingue pour devenir fonctionnaire fédéral.

L'instruction n'a révélé aucune infraction à la Loi. Le Commissaire a toutefois proposé de transmettre la demande du député au président de la Commission de la fonction publique et au sous-ministre de la Main-d'œuvre et de l'Immigration. Le député a fait savoir qu'il avait reçu une lettre du président de la Commission qui répondait à ses questions concernant la légalité de l'annonce de concours incriminée.

• Le président d'un syndicat de fonctionnaires écrit au Commissaire pour lui exprimer l'inquiétude que lui cause la place faite par

• La plaignante, employée de façon occasionnelle par la fonction publique fédérale au niveau PE3, désire occuper un poste permanent

• Un correspondant fait part au Commissaire des difficultés qu'il éprouve à se trouver un emploi dans la fonction publique du Canada parce qu'il a une connaissance insuffisante de l'anglais.

Le Commissaire a porté ce cas à l'attention de la Commission. Celle-ci a assuré le Commissaire qu'elle conserverait la demande d'emploi dans son inventaire et que cette demande serait considérée lorsque s'ouvriraient des postes pour lesquels le correspondant pourrait se qualifier.

Dossiers nos 335, 343, 382, 420, 480 et 538 — *Qualifications linguistiques dans les nominations et les promotions*

Quant aux résultats des tests, ils ne pouvaient servir de critère de recherche dans la dotation en personnel afin de ne pas nuire aux fonctionnaires qui, malgré leur désir, n'avaient pas encore subi le test.

Le Commissaire a reconnu son absence de compétence en la matière, mais a néanmoins discuté de ces questions de façon officielle avec les représentants de la Commission. Techniquement, le Permatri était en mesure d'inscrire automatiquement au dossier les résultats des tests de langue; cependant, à cause de certaines difficultés d'ordre administratif, cette pratique n'entrerait en vigueur qu'au début de 1972 alors que les inscriptions seraient vraisemblablement faites en « percentiles ».

Le plaignant fait grief à la Commission de ne pas inscrire au Permatri les résultats de son test E400A.

• Un représentant du ministère de l'Énergie, des Mines et des Ressources déclare qu'à ses yeux l'examen distinct que la Commission de la fonction publique fait passer aux fonctionnaires qui suivent ses cours de langues afin de déterminer leur degré de bilinguisme constitue une perte de temps, car les candidats ignorent les résultats officiels. Le plaignant ajoute qu'en juillet 1970 tous les employés de son ministère ont été invités à subir un examen de langue en vue de déterminer leur degré de bilinguisme et que personne ne les a avertis que les résultats seraient enregistrés et serviraient plus tard à leur évaluation, ce qui pourtant fut le cas. Les résultats des tests sont en outre classés selon les normes établies pour chaque catégories ou groupe d'emploi, dont les spécifications ne sont pas précisées. Enfin, le plaignant s'élève contre les conditions dans lesquelles on fait passer les tests et la confusion qu'ils risquent de provoquer.

Dossiers nos 354 et 423 — *Inscription des résultats des tests de langue*

• Un anglophone, employé dans un bureau du ministère du Revenu national (Impôts) au Québec, se plaint d'avoir échoué au test F400A de la Commission bien que depuis près de vingt-cinq ans, il se soit acquitté de façon satisfaisante dans les deux langues officielles de tous les devoirs que comporte son poste. À son avis, cet échec le ferait passer pour un unilingue et cela suffirait pour que soit rejetée sa candidature au concours qui devait avoir lieu prochainement pour le poste qu'il occupait à titre de suppléant. De fait, par la suite, l'accès à ce concours lui fut refusé en raison de son échec audit test de langue. Débuté de son appel par la Commission d'appel de la fonction publique, il s'est alors adressé au Commissaire.

Le Commissaire s'est entretenu de ces plaintes avec des fonctionnaires de la Commission. À la suite de quoi la Commission a institué, en septembre 1971, un comité de révision spécial composé de trois experts linguistes et chargé d'interroger les candidats aux examens E400A ou F400A qui estiment que leurs connaissances de la langue seconde n'ont pas été appréciées à leur juste valeur. Le comité s'est occupé en priorité des candidats dont les notes avaient une importance capitale pour la suite de leur carrière ou divergeaient très nettement de celles qu'ils avaient obtenues aux différents sous-tests. De septembre 1971 à mars 1972, le comité a étudié 146 cas, interrogé 81 candidats et modifié les notes de 66 d'entre eux. Soixante et une des 65 personnes interrogées par téléphone ont également vu leurs notes révisées.

• Un anglophone écrit au Commissaire pour se plaindre que l'accès aux cours de langues lui a été refusé sous prétexte qu'il était atteint de troubles de l'ouïe. Il estime que les personnes dans cette situation devraient bénéficier de conditions spéciales.

Le Commissaire a dû conclure qu'il ne pouvait lui venir en aide officiellement, étant donné que les cours de langues ne constituent pas vraiment un droit aux termes de la Loi sur les langues officielles, qui n'oblige en effet aucun ministère ou organisme d'État à dispenser des cours de langues. Le Commissaire s'est cependant offert à intercéder officiellement en faveur du plaignant de deux façons : il appuierait la demande de ce dernier pour que des spécialistes l'examinent afin de déterminer s'il souffrait véritablement de surdité. S'il s'avérait que la raison médicale invoquée pour empêcher le plaignant de suivre des cours de langues était sans fondement, le Commissaire porterait alors cette affaire devant le Comité de révision institué par la Commission de la fonction publique pour entendre les fonctionnaires qui estiment que leurs connaissances de leur langue seconde ont été injustement évaluées. Par la suite, le plaignant, ayant appris qu'il allait être muté à l'étranger, fit savoir au Commissaire qu'il n'était pas nécessaire pour le moment de poursuivre l'affaire.

pas de ne pouvoir le faire dans les deux langues. Le plaignant a dû attendre un certain temps avant d'obtenir des renseignements dans sa langue.

L'appel avait en fait été reçu par une anglophone unilingue. La Commission a indiqué, toutefois, que le bureau en question était en mesure d'offrir un service en français. De toute façon, la Commission allait procéder à l'installation d'un nouveau système téléphonique CEN-TREX par lequel tous les appels seraient acheminés à quelqu'un pouvant répondre dans la langue de l'interlocuteur. Le Commissaire a recommandé d'indiquer clairement à toute téléphoniste unilingue de renvoyer automatiquement l'appel fait en français à une collègue bilingue sans que l'usager ait à persister en français, d'inviter toute téléphoniste anglophone unilingue à s'abstenir de parler en anglais aux francophones vu que le service doit être fourni automatiquement dans la langue officielle de l'usager, et de s'assurer que l'attente soit aussi courte que possible.

• Un fonctionnaire francophone s'inscrit au programme de cours et affectations de perfectionnement (CAP) relevant de la Commission et reçoit une documentation entièrement en anglais.

La Commission a reconnu le bien-fondé de la plainte, imputant à des problèmes de traduction le retard mis à fournir une documentation dans les deux langues. Elle a tenu à assurer le Commissaire que son attitude ne devait pas être interprétée comme un signe d'indifférence à l'endroit des francophones et a réitéré son intention ferme de fournir aux francophones une documentation dans leur langue.

#### *Dossier n° 145 — Publicité*

Le plaignant reproche à la Commission d'avoir publié une annonce en français dans un quotidien anglophone de Winnipeg et d'avoir omis de le faire dans la presse de langue française.

Après enquête, le Commissaire a informé le plaignant que l'annonce en question avait également été publiée dans la presse de langue française.

#### *Dossiers n°s 200, 379, 707 — Tests de langue*

• Le plaignant conteste les résultats qu'il a obtenus au test de langue organisé par la Commission sous le numéro F400A. Il s'étonne que les personnes qui estiment que leurs aptitudes linguistiques ont été improprement évaluées ne disposent d'aucun moyen facilement accessible de faire appel ou d'obtenir une révision de leur cas.

L'esprit de la Loi sur les langues officielles tout en évitant les bruits inutiles et en tenant compte de la sécurité publique.

*Dossier n° 737 — Relations interpersonnelles*

Un employé de la Division des parcs et terrains, Commission de la capitale nationale, se plaint de ne pouvoir s'adresser en français à ses supérieurs et prétend que les immigrants sont beaucoup mieux traités que les Canadiens d'expression française.

Le Commissaire a demandé par lettre au plaignant de lui citer des exemples précis d'infraction à la Loi sur les langues officielles. Le plaignant ayant omis de répondre, le Commissaire a fermé le dossier.

## COMMISSION DE LA FONCTION PUBLIQUE

*Dossiers nos 97, 207, 392, 532, 610 — Langue de service*

● Le plaignant déclare qu'en décembre 1970 et au début de mars 1971, il a eu de la difficulté à communiquer en français par téléphone avec la Direction des cadres sociaux-économiques de la Commission. L'instruction de la plainte a révélé que la Direction des cadres sociaux-économiques était en mesure de communiquer avec le public par téléphone dans les deux langues officielles.

● Un francophone fait grief à la Commission de l'avoir convoqué à une entrevue qui s'est déroulée en anglais.

La plainte avait déjà été portée à l'attention de la Commission et était en voie de règlement lorsqu'elle est parvenue au Commissaire. La Commission avait décidé de ne tenir aucun compte des résultats de la première entrevue et de convoquer le plaignant à une deuxième entrevue qui se déroulerait en français.

Le Commissaire a informé la Commission qu'il jugeait son geste conforme aux dispositions de la Loi sur les langues officielles.

● Le plaignant déclare avoir reçu de la Commission une lettre en anglais en réponse à une formule remplie en français.

L'instruction de la plainte a révélé que le plaignant avait initialement rempli en anglais une formule bilingue et avait répondu en anglais à la première lettre que la Commission lui avait adressée. La Commission n'avait donc pas dérogé à sa politique qui est de répondre à ses correspondants dans la langue officielle de leur choix.

● Un francophone affirme qu'au bureau régional de la Commission à Ottawa, une téléphoniste ne répondait qu'en anglais et ne s'excusait

ployé pouvant assurer un service dans les deux langues officielles. Toutefois, comme les fonctionnaires qui y travaillaient pouvaient être appelés à l'occasion à servir le public, le Commissaire a rappelé à la Commission son obligation d'assurer ce service dans les deux langues officielles. La Commission a donc décidé d'affecter au bureau de Saint-Boniface un employé bilingue capable de répondre à toute demande de renseignements.

## COMMISSION DE LA CAPITALE NATIONALE

*Dossier n° 425 — Lac Philippe : concessionnaires et gardiens*

Un promeneur du dimanche se rend au Lac Philippe au cours de l'été et se plaint de ce que les concessionnaires et gardiens soient incapables de lui répondre dans sa langue et de ce que la plupart des informations soient émises en anglais.

La Commission de la capitale nationale a informé le Commissaire qu'elle a porté, à la suite de plaintes analogues, une attention toute spéciale à la composition du personnel. Elle lui a fourni une liste de ses employés de service au Lac Philippe, avec une indication de leur aptitude à s'exprimer dans l'une et l'autre des langues officielles. Un représentant du Bureau du Commissaire a visité les lieux et a pu constater que la répartition des tâches était telle que le personnel pouvait offrir des services bilingues. Quant aux annonces faites au haut-parleur, le Commissaire a recommandé qu'elles soient transmises dans les deux langues officielles.

La C.C.N. établit une distinction entre les annonces d'intérêt public faites au haut-parleur dans les deux langues officielles et celles que ferait un maître-nageur, par mégaphone, s'adressant à des individus ou des groupes commettant une infraction aux règlements ou dont l'activité serait considérée comme inacceptable. Dans ce dernier cas on s'adresse d'abord dans une langue et si les instructions données ne sont pas suivies, on les répète dans l'autre langue.

La C.C.N. a évoqué trois raisons pour justifier cette pratique :

1. Les gardiens connaissent habituellement la langue d'usage du groupe contrevenant.

2. On essaie ainsi de réduire le plus possible la longueur des avertissements de façon à ne pas troubler la quiétude des estivateurs.

3. Le gardien doit nécessairement interrompre sa surveillance générale s'il prend le temps de s'adresser à des groupes particuliers. Il y a donc un facteur de sécurité publique qui entre en jeu.

La C.C.N. a promis de veiller à ce que le choix de la langue utilisée dans la transmission des instructions par mégaphone soit conforme à

Lorsque le plaignant a téléphoné, il y avait deux vacances au service dans les deux langues officielles en tout temps conformément aux exigences de la Loi sur les langues officielles.

*Dossier n° 487 — A Bathurst*

Le plaignant fait grief au bureau de la Commission d'assurance-chômage de Bathurst de lui avoir envoyé un questionnaire rédigé uniquement en anglais. Ce document avait pour but de vérifier l'efficacité d'une annonce publiée au cours du mois d'août dans le *Weekend Magazine* et le *Star Weekly*.

La Commission a fait savoir au Commissaire que son bureau de Bathurst comptait dix employés dont neuf étaient bilingues. Le problème se situait à un autre niveau, soit celui du service des relations avec le public, région de l'Atlantique, à Moncton. L'organisme, afin de remédier à la situation, a décidé de créer un poste d'adjoint bilingue au Directeur régional des relations publiques. Enfin, la Commission a assuré le Commissaire que, dorénavant, toute distribution de questionnaires serait conforme aux exigences de la Loi sur les langues officielles.

*Dossier n° 514 — Publicité*

Un francophone reproche à la Commission d'assurance-chômage de ne faire de la réclame au Manitoba que dans les quotidiens de langue anglaise. Il aimerait pouvoir s'informer de l'activité des organismes fédéraux par l'intermédiaire des media de langue française et demande que dans les régions où n'existent pas de quotidiens dans cette langue, les organismes utilisent les hebdomadaires de langue française.

La Commission a informé le Commissaire que, suite à son intervention, elle avait fait part aux media de langue française du Manitoba de son intention de leur confier de la publicité à partir de janvier 1972.

*Dossier n° 628 — A Saint-Boniface*

La plaignante fait grief au bureau de la Commission d'assurance-chômage de Saint-Boniface de ne pas servir le public dans la langue officielle de son choix.

La Commission a informé le Commissaire qu'elle avait fermé le bureau en question au grand public depuis le mois de juin 1971 et qu'elle n'avait pas cru nécessaire d'y avoir en permanence un em-

Un plaignant déclare qu'à son avis un concours de promotion pour le poste de secrétaire particulier du président de la Commission canadienne des pensions ne tient pas dûment compte des objets et dispositions de la Loi sur les langues officielles et qu'une connaissance des deux langues officielles, et non pas seulement de l'anglais, devrait constituer une des conditions essentielles pour ce poste.

Le personnel particulier du président étant en mesure de fournir des services au public dans la langue de son choix, le Commissaire a estimé qu'il avait été dûment tenu compte des objets et dispositions de la Loi sur les langues officielles.

## COMMISSION D'ASSURANCE-CHÔMAGE

Un fonctionnaire déclare que la Commission d'assurance-chômage aurait émis en anglais seulement une circulaire à l'intention des employés de son ministère.

La Commission a publié la circulaire dans un format bilingue tête-bêche. Cependant, le ministère a reproduit et circulé uniquement la version anglaise de la circulaire. Ce dernier a déploré son erreur et a promis de corriger la situation.

Un bureau d'avocats de New Westminster (C.-B.) fait parvenir au Commissaire copie d'une lettre qu'il a adressée à la Commission d'assurance-chômage au sujet du renvoi d'une employée par cet organisme. Cette personne, affectée au service des dossiers, aurait été mise à pied, son chef l'ayant informée qu'à cause de son accent canadien-français elle ne convenait pas pour son travail lorsqu'il lui fallait répondre au téléphone.

La Commission a réembauché l'employée avant même l'ouverture de l'instruction.

Un francophone déclare avoir constaté qu'au bureau de la Commission d'assurance-chômage à Winnipeg, on n'était pas en mesure de répondre aux appels téléphoniques et de donner des renseignements en français.

lui a répondu qu'elle avait fait des démarches auprès du CN et que le CN avait par la suite pris rapidement les mesures nécessaires afin que de tels incidents ne se reproduisent plus. Comme aucune autre plainte n'avait été reçue, la SNA était d'avis que les employés d'expression française devaient être satisfaits des mesures prises par le CN et qu'il n'y avait pas lieu dans les circonstances de déposer une plainte auprès du Commissaire.

## COMMISSAIRE AUX LANGUES OFFICIELLES

*Dossier n° 496 — Caractère confidentiel des instructions*

Une correspondante du Nouveau-Brunswick demande si la correspondance adressée au Commissaire aux langues officielles est traitée comme strictement confidentielle. Elle déclare avoir reçu plusieurs plaintes au sujet du mode d'application du programme de bilinguisme dans les ministères fédéraux, et avant de les présenter officiellement veut s'assurer que son anonymat sera garanti.

Le Commissaire a répondu que l'article 28(1) de la Loi sur les langues officielles prescrit que « toute instruction effectuée par le Commissaire en vertu de la présente Loi sera secrète » et qu'il est stipulé à l'article 29(3) que « le Commissaire exigera que toute personne, employée dans son bureau et à laquelle il ordonne de recevoir ou d'obtenir des renseignements concernant une instruction faite en vertu de la présente loi, se conforme aux exigences de sécurité applicables aux personnes employées dans un ministère, un département ou une autre institution que l'objet de l'instruction concerne et prête tout serment professionnel qu'elle est tenue de prêter ». Le caractère confidentiel de sa demande et la protection de son anonymat en tant que plaignante étaient donc garantis par la loi. En l'absence de toute communication ultérieure, le Commissaire a fermé le dossier.

*Dossier n° 746 — Publicité*

Un éditeur anglophone du Manitoba fait demander par son député qu'on lui confie une partie de la publicité bilingue du gouvernement fédéral. Il voudrait, par exemple, que soit publiée dans son journal l'annonce bilingue du Commissaire.

On a expliqué au requérant que la modeste campagne publicitaire d'essai menée par le Bureau du Commissaire aux langues officielles s'était limitée, dans le cas précis invoqué, à la presse de langue française en dehors du Québec, ce qui, compte tenu du budget restreint dont disposait le Bureau pour la publicité, lui permettait néanmoins d'atteindre un public ayant particulièrement besoin de l'aide du Commissaire.

Montréal-Toronto et que le service à bord de ce même train n'est dispensé qu'en anglais.

Quelques jours plus tard, un autre plaignant, ayant lu cette lettre dans *Le Devoir*, fait part au Commissaire d'une expérience similaire à bord du train Montmagny-Toronto via Montréal : priorité donnée à l'anglais de Montmagny à Montréal et disparition totale du français de Montréal à Toronto.

Le CN a informé le Commissaire que la majorité des employés sur les trains de la région du St-Laurent étaient bilingues. Il a émis des directives demandant que l'usage du français soit prioritaire dans cette région en ce qui concerne les communications avec le public. Il a ajouté qu'à la gare Centrale de Montréal tout le personnel qui a affaire au public était bilingue et que des directives avaient déjà été données aux employés les enjoignant de s'adresser aux voyageurs en français d'abord. Comme la majorité des voyageurs à destination de Toronto sont anglophones, les préposés aux barrières et ceux qui sont au bas des escaliers ont tendance à employer souvent l'anglais d'abord. Le CN a réitéré ses instructions et a chargé quelques employés de s'assurer qu'elles étaient respectées.

La situation semble plus difficile à cerner en ce qui concerne les services bilingues sur les trains Montréal-Toronto. Là encore, les difficultés tiennent au fait que les équipes à bord de ces trains sont assises en tenant compte des droits d'ancienneté inscrits dans les conventions collectives. C'est ce qui explique que les exigences du bilinguisme ne sont pas toujours respectées. Afin d'améliorer la situation, le CN donne également à Toronto des cours de français à ses employés affectés au trajet Toronto-Montréal. L'apprentissage d'une seconde langue prend un certain temps, mais le CN a souligné que ses cours étaient suivis avec enthousiasme.

Le Commissaire a indiqué au CN que ses efforts soutenus en vue de donner une formation en langue française à ses employés et à recruter des bilingues devraient lui permettre de répondre aux exigences de la Loi sur les langues officielles.

*Dossier n° 767 — « English Speaking League »*

Un petit entreilet d'un journal de Moncton apprend au Commissaire qu'un groupe d'employés francophones des ateliers du CN à Moncton s'était plaint à la Société nationale des Acadiens (SNA) de ce qu'on cherchait à les intimider en vendant pendant les heures de travail des cartes de membre d'une certaine « English Speaking League ». N'ayant reçu aucune plainte officielle à ce sujet, le Commissaire a demandé des explications à la Société nationale des Acadiens. Celle-ci



Deux francophones qui désirent acheter des billets pour Québec ne trouvent personne pour les servir en français à la gare d'Edmonton.

*Dossiers nos 604 et 777 — Gare du CN à Edmonton*

A la suite des démarches du Commissaire, le CN a décidé de faire de la réclame périodiquement dans la presse écrite et parlée de langue française de l'Ouest canadien.

Les hebdomadaires de langue française, où n'existent pas de quotidiens dans cette langue, les organismes utilisent le média de langue française et demande que dans les régions voir s'informer de l'activité des organismes fédéraux par l'intermédiaire de la presse écrite et parlée de langue anglaise. Il aimerait pour Manitoba que dans les quotidiens de langue anglaise.

*Dossier n° 553 — Publicité dans les journaux de langue française*

Le CN a acquisé à cette demande. Les langues officielles ou dans les deux, lorsque cela est nécessaire. Le CN a acquisé à cette demande. L'initiative d'offrir à tous les visiteurs ses services dans l'une ou l'autre de la visite. Le Commissaire a alors souligné à la société d'Etat que pourvu que ceux-ci en fassent la demande au moment où l'on fixe l'heure d'installation aux visiteurs d'expression française ajoutée que son personnel était disposé à expliquer en français le fonctionnement de ces installations aux visiteurs d'expression française. Il a eu demande pour des explications dans les deux langues officielles. Il a ressés à ce genre d'installation y ont été accueillis mais qu'il n'y a jamais cette cour de triage, il y a cinq ou six ans, de nombreux groupes intéressés à ce genre d'installation y ont été accueillis mais qu'il n'y a jamais Le CN a informé le Commissaire que depuis l'aménagement de cette cour de triage, il y a cinq ou six ans, de nombreux groupes intéressés à ce genre d'installation y ont été accueillis mais qu'il n'y a jamais Le CN a informé le Commissaire que depuis l'aménagement de cette cour de triage, il y a cinq ou six ans, de nombreux groupes intéressés à ce genre d'installation y ont été accueillis mais qu'il n'y a jamais

La plaignante déclare qu'à la cour de triage Symington à Winnipeg, toutes les visites sont organisées en anglais seulement. Elle estime que les visiteurs francophones se trouvent donc lésés dans leurs droits linguistiques.

*Dossier n° 544 — Cour de triage Symington à Winnipeg*

L'instruction de la plainte a révélé que le CN avait adressé ces avis en anglais à des francophones par mégarde; le CN a promis de prendre les mesures nécessaires pour prévenir de tels incidents.

Un correspondant de Montréal envoie au Commissaire copie d'un article paru dans le *Journal de Montréal* du 5 novembre 1971 relatant que des employés francophones du CN dans la région de Montréal auraient reçu des avis de mise à pied en anglais.

*Dossier n° 520 — Avis de mise à pied*

nal de langue française doit se déranter pour en réclamer un exemplaire alors que l'anglophone obtient son journal automatiquement.

Le Commissaire a porté cette question d'inégalité des deux langues à l'attention des autorités du CN. L'administration des hôtels du CN n'a pas entièrement la suggestion du Commissaire d'étendre le service de journaux tel qu'il fonctionnait aux deux groupes linguistiques dans la langue indiquée par chaque client lors de son inscription; elle a préféré cesser tout simplement la distribution automatique du journal en question à la porte des chambres. Toutefois, la clientèle peut toujours se procurer gratuitement un journal sur demande, service qui — malgré l'effort additionnel que l'hôtel a décidé d'exiger d'eux — mettra francophones et anglophones sur un pied d'égalité.

*Dossier n° 404 — « What's on in Ottawa/Voici Ottawa »*

Le plaignant signale que le Château Laurier, hôtel du CN, a fait paraître une annonce en anglais seulement dans la publication bilingue *What's on in Ottawa/Voici Ottawa*.

Le CN a pris des dispositions pour réparer cet oubli et pour publier, dans un avenir très proche, des annonces qui soient bilingues.

*Dossier n° 414 — Formules de rapports*

Un francophone, électricien au CN à Montréal, se plaint de l'impossibilité de remplir des formules de rapports en français.

Le Commissaire a soulevé cette question avec la direction du CN qui l'a informé qu'elle ne voyait aucune raison de ne pas permettre à un électricien de remplir ses formules en français. Le personnel s'occupant de ces renseignements est bilingue et les formules de rapports seront bientôt disponibles dans les deux langues officielles.

*Dossier n° 475 — Ferry-boat*

Sur le ferry-boat du CN assurant la liaison entre North Sydney, Nouvelle-Ecosse et Port-aux-Basques, Terre-Neuve, un passager francophone ne peut se faire servir en français.

Le CN a répondu qu'il y a généralement des préposés bilingues à North Sydney capables d'assurer un service dans les deux langues officielles au public voyageur. Malheureusement, au moment où le plaignant s'est présenté, le seul préposé disponible était un anglophone unilingue. Le Commissaire a recommandé que toutes les mesures nécessaires soient prises pour qu'une telle situation ne se reproduise plus.

Quatre personnes font un séjour à l'hôtel Reine-Elisabeth de Montréal. Elles constatent que, le matin, un exemplaire d'un quotidien de langue anglaise est laissé à la porte des chambres avec un feuillet sur lequel sont inscrits les mots suivants : « Si vous désirez un journal de langue française, veuillez le demander au capitaine des chasseurs ». Les plaignants acceptent mal le fait qu'un client intéressé à obtenir un jour-

*Dossier n° 324 — Hôtel Reine-Elisabeth*

Loi.  
Ligne de conduite adoptée par le CN était entièrement conforme à la mise en œuvre la suggestion du Commissaire. Ce dernier a déclaré que la pendant, le CN prévoyait que d'ici la fin de 1972 il aurait virtuellement syndicaux n'ont pas le temps de vérifier les traductions en cours. Ce- ductions, faute de traducteurs compétents et parce que les représentants La compagnie éprouve de la difficulté à offrir rapidement des tra- la convention et en fournit un exemplaire à l'organisme syndical.  
Lorsque le syndicat veut bien coopérer, on établit de concert une tra- duction, dans les cas contraires, le CN fait effectuer une traduction de bien aux organismes syndicaux qu'il distribue le texte de la convention. importante, tout en soulignant que ce n'est pas à ses employés, mais travail dans les deux langues officielles quand il y avait une demande Le CN a répondu qu'il avait pour règle de fournir les contrats de de le mettre à sa disposition.

collective dans la langue officielle de son choix et que c'est à l'employeur ou l'organisme dont il relève, a droit à un exemplaire de la convention naux qu'à son avis tout fonctionnaire fédéral, quel que soit le ministère dant, le Commissaire a informé la direction des Chemins de fer natio- administratif et de traduction, il n'avait pu le faire jusqu'ici. Cepen- Les faits ont révélé que c'est au syndicat qu'il incombe de fournir le texte français à ses membres mais que, pour des raisons d'ordre l'aide du ministre fédéral du Travail.

Un syndiqué francophone, au service du CN, écrit que, malgré des tentatives répétées depuis plusieurs années, il n'a pu obtenir une version française de son contrat syndical. Il est allé jusqu'à réclamer

*Dossier n° 256 — Conventions collectives*

« Know Canada » est une publication du secteur privé, et non du CN. Comme elle ne présente aucun avantage du point de vue de la publicité ou de la popularité des hôtels du CN et qu'elle a pour objet d'encourager les voyages à travers le Canada et d'attirer des visiteurs étrangers, et comme une abondante documentation est déjà fournie dans les chambres, le CN a décidé de ne plus distribuer cette publication.

éprouvent de la difficulté à écrire en français sur des questions techniques. De plus, les employés anglophones sont encouragés à employer graduellement le français dans leur correspondance interne à l'intérieur de la région.

Pour ce qui est de l'organisation générale, la structure de la région du Saint-Laurent comporte un siège régional à Montréal et quatre secteurs dont deux ont leur siège à Montréal, l'un à Québec et l'autre à Belleville, en Ontario.

Soixante-deux pour cent des employés non syndiqués et des cadres intermédiaires et supérieurs sont francophones; leur pourcentage de bilinguisme atteint respectivement 70, 80 et 76 et plusieurs anglophones de ces catégories suivent des cours de français. De plus, le CN a fait un effort considérable pour recruter des francophones. Il semble donc que l'organisation administrative de la région du Saint-Laurent possède un degré considérable de bilinguisme à tous les paliers.

Dans le secteur des ventes-marchandises, tous les bureaux de la région sont capables de servir leurs clients en français ou en anglais. Les employés recrutés depuis 1965 sont tous bilingues; les seuls employés unilingues anglophones sont ceux qui y travaillaient depuis un grand nombre d'années. Tous les directeurs de vente des secteurs sont bilingues et deux des trois derniers représentants unilingues des ventes-marchandises sont inscrits à des cours avancés de français. Dans le secteur des ventes-marchandises, 54 p. 100 des employés sont francophones et 81 p. 100, bilingues; ce dernier pourcentage grimpe à 86 si l'on y ajoute ceux qui suivent des cours de français. Seulement deux cadres supérieurs sur neuf, au niveau régional, sont unilingues anglophones.

La plupart des rapports de ventes rédigés par des employés bilingues le sont en anglais parce qu'environ 90 p. 100 des directeurs du trafic industriel sont unilingues anglophones. Toutefois, les vendeurs peuvent rédiger leurs rapports de visites dans la langue officielle de leur choix sauf si le rapport est destiné à un bureau à l'extérieur de la région. Aux réunions de ventes, les discussions se déroulent dans l'une ou l'autre langue.

Comme l'ont indiqué les paragraphes précédents, des changements importants se sont produits au chapitre du bilinguisme au CN. Toutefois, il reste beaucoup à faire. Pour sa part, le Commissaire continuera d'appuyer le droit des employés fédéraux au Québec à travailler dans la langue officielle de leur choix et suivra de près l'évolution de la politique linguistique du CN.

*Dossier n° 138 — « Know Canada »*

Un plaignant proteste contre le caractère unilingue anglais de la publication intitulée « Know Canada » exposée dans les hôtels du CN.

opinion sur la situation du français comme langue de travail dans les cadres administratifs des Chemins de fer nationaux du Canada.

Le correspondant reconnaît que le CN sert généralement le public voyageur dans la langue officielle de son choix dans les gares et à bord des trains dans la province de Québec. De plus, les cadres intéressés ont accès aux services suivants : linguistique, terminologie, traduction, mensuel de langue française et cours de français. Cependant, le correspondant affirme que si une certaine égalité de droits existe au CN, il n'y a sûrement pas égalité de chances et que cette inégalité joue contre les francophones. Il cite, à titre d'exemple, la situation du bilinguisme au sein d'une division de l'administration, celle des ventes-marchandises à Montréal, dont le directeur est unilingue anglophone et où, sur 36 employés, 16 sont bilingues et 20 unilingues anglophones. Il ajoute que l'anglais est la langue de communication, qu'il sert à la rédaction de la plupart des dossiers et rapports et que les assemblées s'y tiennent dans cette langue bien que bon nombre de participants soient francophones.

Le correspondant préconise enfin la création d'un « Office de la langue française » au CN. Son action principale serait d'élaborer une politique visant à faire du français une langue de travail.

Le Commissaire a décidé de considérer ces observations comme une plainte.

A l'instar d'autres institutions fédérales, le CN est en train de formuler ses objectifs en matière de bilinguisme à la lumière des exigences imposées par la Loi sur les langues officielles. Au moment où le Commissaire étudiait la question, un changement était déjà survenu dans la politique du CN touchant la situation globale exposée par le correspondant.

Au siège de la région du Saint-Laurent et des secteurs de Montréal, Champlain et Québec, une grande partie des communications verbales se font maintenant en français. Ainsi, les réunions hebdomadaires du personnel régional s'y déroulent presque exclusivement dans cette langue, ce qui fournit aux cadres anglophones qui suivent des cours de langue une excellente occasion de s'exprimer en français.

Nombre de réunions de régie interne, de même que la grande majorité des discussions avec des planificateurs et des fonctionnaires provinciaux et municipaux, se déroulent en français. Dans certaines réunions de régie interne, le français et l'anglais sont utilisés librement.

Une directive intitulée « Politique du CN en matière de bilinguisme : application dans la région du Saint-Laurent » énonce que chacun est libre d'utiliser la langue officielle de son choix pour les relations de régie interne. Pour les communications écrites, les employés doivent utiliser la langue du client, ce qui exige un effort spécial de la part de ceux qui

Un francophone reproche au CNT de Montréal de n'utiliser qu'un timbre d'oblitération unilingue anglais et de ne pas émettre des cartes poinçonnées (factures) complètement bilingues.

Le timbre et les factures en question relevaient du Service des télécommunications du Canadien Pacifique. Le CNT a rappelé au CP que le CN devait, en tant que société de la Couronne, se conformer à la Loi sur les langues officielles et a recommandé que toutes les formules destinées au public et sur lesquelles figure le nom des Chemins de fer nationaux soient revisées afin de les rendre entièrement bilingues.

*Dossier n° 656 — Télécommunications du CP à Montréal et du CN à Toronto*

Un francophone déclare que le CNT à Toronto a été incapable de transmettre par téléphone un télégramme en français destiné à un citoyen de la région de Toronto. Il ajoute que, contrairement à sa demande et à celle du destinataire, ce télégramme n'a jamais été livré.

Dans sa réponse au Commissaire, le CN a expliqué que le message en question avait été reçu à Montréal par le Service des télécommunications du Canadien Pacifique et qu'il avait été transmis par la suite au CNT à Toronto. Le Canadien Pacifique, selon le CN, a soutenu que l'expéditeur ne lui avait pas demandé d'en faire la livraison. De plus, le CN a déclaré que, malheureusement, les documents relatifs à la transmission des messages reçus par téléphone pour le mois où l'incident s'est produit n'étaient plus disponibles. Il avait déjà émis des directives afin que tous les messages en français soient acheminés par des opérateurs ayant une bonne connaissance de cette langue. De toute évidence, il n'en avait pas été ainsi dans le cas présent et le CN s'est excusé de cette erreur.

Pour remédier à cette situation, la société d'État a réitéré ses directives touchant la transmission des messages en langue française. Elle a informé le Commissaire qu'elle allait recourir au système Zenith qui permettrait en particulier au CNT de la ville de Québec de téléphoner les messages en français aux citoyens de la région de Toronto lorsque le personnel du CNT à Toronto est incapable de le faire.

*Dossier n° 106 — Langue de travail*

Un francophone envoie au Commissaire copie d'un mémoire qu'il a présenté à la Commission d'enquête sur la situation de la langue française et sur les droits linguistiques au Québec (Commission Gendron). Se fondant sur son expérience d'employé du CN, il y exprime son

La société d'État a expliqué au Commissaire qu'au CNT à Ottawa, au moins 50 p. 100 du personnel affecté au service du public était bilingue. Elle a ajouté qu'elle avait émis des directives enjoignant à ses employés anglophones unilingues de renvoyer rapidement les clients qui désirent obtenir des services en français à des employés bilingues. On a enseigné aux anglophones unilingues quelques phrases simples en français afin qu'ils soient en mesure d'effectuer de tels renvois. Le CN a estimé être en mesure de fournir à Ottawa en tout temps des services convenables en français dans un délai raisonnable.

*Dossiers nos 69, 156, 491, 539, 545, 788, 846, 858 — CNT à Toronto et à Winnipeg*

Plusieurs francophones et anglophones se plaignent que le CNT à Toronto et à Winnipeg n'est pas en mesure de fournir des services appropriés en français en tout temps. Ils ajoutent que, lorsqu'ils réussissent à obtenir des services en français, ce n'est la plupart du temps qu'après avoir attendu plusieurs minutes. De plus, ils soulignent que, pour envoyer un télégramme en français, ils sont souvent obligés d'employer presque tous les mots. Enfin, ils déclarent que les télégrammes en français qu'ils envoient contiennent généralement plusieurs fautes d'orthographe.

Le CN a reconnu qu'il était incapable de fournir en tout temps des services convenables en français dans un délai raisonnable, non seulement à Toronto et à Winnipeg, mais aussi à Edmonton. Afin de remédier à cette situation, il a présenté une demande au réseau téléphonique trans-canadien dans le but d'obtenir la permission d'établir un réseau téléphonique particulier qui permettrait aux citoyens de ces trois régions, qui désirent obtenir des services en français, de communiquer directement par téléphone, sans frais supplémentaires, avec le CNT de la ville de Québec.

Comme le CN prévoyait de longues négociations avec le réseau téléphonique trans-canadien, il a décidé d'utiliser dans ces trois régions, à titre de mesure provisoire, le service Zénith afin d'acheminer les appels en français vers la Division des télécommunications du CN à Québec. Même si le service Zénith présentait un inconvénient (la téléphoniste locale, qui souvent ne sait pas le français, doit intervenir pour acheminer l'appel), le Commissaire était d'avis que les services en français du CN dans ces trois régions seraient ainsi améliorés. Finalement, le réseau téléphonique trans-canadien a fait savoir au CN qu'il rejetait la demande susmentionnée. Le CN a alors donné l'assurance au Commissaire qu'il continuerait d'utiliser le service Zénith dans ces trois régions.

quelques semaines. Cependant, à la fin de septembre, il donnait entière satisfaction à tous égards.

*Dossier n° 592 — Fiche d'accueil*

Un plaignant anonyme fait grief au Service de sûreté de la Chambre des communes de ce que l'en-tête d'un questionnaire préparé à l'intention des personnes désirant voir quelqu'un à l'intérieur du Parlement soit uniquement en anglais.

La plainte était fondée, mais l'enquête a révélé qu'il s'agissait d'une erreur bien involontaire; à l'avenir, les formules porteront des en-têtes bilingues.

*Dossier n° 718 — Présentation de mémoires aux comités permanents*

Un correspondant de l'Ontario écrit au Commissaire au sujet de mémoires présentés à un comité permanent de la Chambre des communes. L'avis relatif à la soumission de mémoires stipulait qu'il fallait en fournir, si possible, quarante exemplaires en anglais et quarante en français. Le correspondant, interprétant cette indication comme une exigence, déclare qu'elle pose un problème aux particuliers ou petits groupes sans connaissance de la seconde langue officielle et ne disposant pas d'un matériel de polycopie pour reproduire un mémoire en de nombreux exemplaires.

Le Commissaire a informé le correspondant qu'il s'était entretenu avec les greffiers de la Chambre des communes et du comité permanent et avait reçu d'eux l'assurance qu'ils accepteraient un mémoire soumis uniquement en anglais ou en français, même en un seul exemplaire. Par la suite, le Commissaire a reçu, avec le greffier de la Chambre des communes, l'énoncé des demandes de soumission de mémoires, afin qu'il ressorte clairement que le nombre d'exemplaires et la langue de rédaction sont facultatifs.

## CHEMINS DE FER NATIONAUX DU CANADA

*Dossier n° 43 — CNT à Ottawa*

Un francophone fait grief à la Division des télécommunications (CNT) des Chemins de fer nationaux du Canada à Ottawa de ne pas fournir des services appropriés en français. Il soutient que pour envoyer un télégramme en français, les clients doivent parfois attendre plusieurs minutes avant d'être servis. De plus, il déclare qu'ils doivent dans certains cas épeler tous les mots.

Un anglophone d'Ottawa prétend que des défauts dans le système électronique rendent inutile à toutes fins pratiques le service d'interprétation simultanée de la Chambre des communes. Selon lui, cela gêne considérablement les visiteurs dans les tribunes publiques, surtout les unilingues français.

Une visite au greffier de la Chambre a révélé que l'installation d'un nouveau système de sonorisation avait donné lieu à de nombreux problèmes techniques et que le système avait mal fonctionné pendant

#### *Dossier n° 485 — Service d'interprétation*

Un député a écrit au Commissaire, en soulignant certains aspects à caractère bicultural de cette affaire. Le Commissaire a traité de la différence qui existe entre langue de service et langue de travail et a insisté sur le principe du bilinguisme institutionnel.

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qu'ici entre les achats de livres en français et en anglais afin qu'elle puisse mieux refléter la dualité linguistique du Canada.

*Dossier n° 430 — Carte d'identité*

Une employée francophone de la Bibliothèque nationale se plaint de ce que sa carte d'identité ait été remplie en anglais.

La Bibliothèque nationale a retiré de la circulation les cartes d'identité de ses employés francophones remplies en anglais et les a remplacées par des cartes dans la langue de l'employé. De plus, des directives rigoureuses ont été données pour éviter la répétition de telles plaintes.

*Dossier n° 589 — Tampons et papillons unilingues*

Le plaignant fait grief à la Bibliothèque nationale d'utiliser un tampon indiquant « Do not remove » sur des fiches destinées à l'Université de Montréal et de se servir du côté anglais de papillons pour les inscriptions.

La Bibliothèque nationale a reconnu que le tampon en question n'était pas bilingue et l'a remplacé.

Pour ce qui est des papillons, le Commissaire a recommandé que la Bibliothèque nationale veille à ce que la date d'échéance soit toujours inscrite dans la langue du destinataire sur l'endroit approprié du papillon.

## CHAMBRE DES COMMUNES

*Dossiers nos 449, 453, 466, 470 — Gardes — Service de sécurité*

Trois agents de sécurité francophones de la Chambre des communes se plaignent qu'on accorde toujours la priorité aux anglophones lorsqu'on pourvoit à la plupart des postes élevés du service de sécurité et que les dernières nominations aux postes de chef et de sous-chef de ce service sont encore allées à des unilingues anglais. Un député francophone a aussi écrit au Commissaire au nom des agents de sécurité pour réitérer leurs réclamations.

Sans vouloir contester officiellement les nominations, les agents demandaient qu'on étudie l'ensemble de la situation dans l'optique de la Loi sur les langues officielles, en vue de nominations futures.

Au cours d'un entretien entre le sergent d'armes de la Chambre et un représentant du Service des plaintes, toute la question des nominations et des promotions a été traitée tant pour les agents que pour les détectives. Les principaux critères d'avancement sont : 1) les antécé-

accompagnait la lettre du plaignant, la Banque du Canada a reconnu qu'elle n'avait paru que dans les quotidiens. Dans cette dernière partie de sa campagne, la Banque avait décidé, pour atteindre les Franco-manitobains, de recourir à la radio et à la télévision de langue française. Il s'agissait là d'une décision d'ordre administratif qui ne concernait pas la Loi sur les langues officielles.

La Banque du Canada a assuré le Commissaire qu'elle s'efforçait de faire connaître en français à la population francophone hors du Québec ses émissions d'épargne et qu'elle avait l'intention de continuer dans ce sens. Au cas où la Banque en viendrait à annoncer pour d'autres fins, le Commissaire a recommandé qu'elle utilise également la presse de langue française.

## BIBLIOTHEQUE NATIONALE

*Dossier n° 79 — Ouvrages en langue française*

Le plaignant déclare avoir eu des difficultés à obtenir de la Bibliothèque nationale des ouvrages en langue française dans le domaine des sciences sociales. Apparemment, seulement 10 p. 100 de ses demandes auraient été satisfaites.

La Bibliothèque nationale a informé le Commissaire que les crédits qu'elle a obtenus au cours des années ne lui ont jamais permis de se constituer une collection vraiment importante et de la cataloguer de sorte qu'aujourd'hui ses collections en français comme en anglais dans plusieurs domaines sont encore trop pauvres pour répondre aux besoins de sa clientèle. La Bibliothèque nationale ajoute que seulement 30 p. 100 de sa collection est cataloguée et elle estime avoir encore de 300 000 à 400 000 volumes qui ne pourront être mis à la disposition du public que lorsqu'il y aura suffisamment de personnel pour les organiser et les cataloguer.

Le gouvernement a consenti à la Bibliothèque nationale, pour 1971 et 1972, des crédits accrus pour lui permettre d'améliorer cette situation. Toutefois, la Bibliothèque nationale doute fort qu'il lui soit possible de cataloguer toutes ses collections avant au moins une dizaine d'années. Il n'est pas possible, selon elle, de corriger en un an ou deux une situation qu'on a laissée se détériorer à un tel point.

En ce qui concerne les achats de livres, tout en reconnaissant les variations imposées chaque année par les accidents du marché, le Commissaire a recommandé à la Bibliothèque nationale d'orienter sa politique générale, à mesure que les crédits nécessaires seront autorisés, dans le sens d'un équilibre encore plus heureux que celui qui a prévalu jus-

L'Auditeur général a fait savoir au Commissaire que désormais toutes les communications internes destinées au personnel en général seraient publiées dans les deux langues officielles, les deux textes figurant côte-à-côte sur la même page. En ce qui concerne le français comme langue de travail à son bureau, l'Auditeur général signalait, dans son rapport pour l'année financière se terminant le 31 mars 1971, que le bureau est obligé de travailler dans la langue de sa clientèle, laquelle, dans le domaine de la comptabilité et de la finance, reste essentiellement l'anglais. Il a exprimé l'espoir qu'à l'avenir des occasions de travailler dans la langue de leur choix pourront être offertes aux employés francophones.

L'Auditeur général et le Commissaire sont convenus que cette possibilité se réaliserait plus souvent si l'Auditeur général invitait ses clients à soumettre leurs comptes en français. Cette initiative constituerait un pas important vers l'égalité des chances à offrir aux francophones de travailler dans la langue officielle de leur choix au bureau de l'Auditeur général, et aussi dans d'autres services fédéraux. Le Commissaire, pour sa part, a informé l'Auditeur général qu'à compter du 1<sup>er</sup> avril 1972, son Bureau commencerait à lui soumettre tous ses comptes en français et il a étudié avec lui le cas d'autres organismes qui disposent d'un personnel capable de tenir leur comptabilité en français et pourraient, s'ils y étaient invités, suivre cet exemple.

Le Commissaire estime qu'une telle réforme permettrait aux francophones du bureau de l'Auditeur général de travailler plus souvent et, dans certains cas, surtout en français et que, compte tenu de l'usage généralisé *de facto* de l'anglais pour la comptabilité des organismes fédéraux, le principe d'égalité de statut du français et de l'anglais comme langues de travail serait ainsi mieux respecté.

## BANQUE DU CANADA

*Dossier n° 552 — Publicité*

Un francophone reproche à la Banque du Canada de ne faire de

la réclame au Manitoba que dans les quotidiens de langue anglaise. Il

aimerait pouvoir s'informer de l'activité des organismes fédéraux par

l'intermédiaire des media de langue française et demande que, dans les

régions où n'existent pas de quotidiens dans cette langue, les organismes

utilisent les hebdomadaires de langue française.

La Banque du Canada a informé le Commissaire qu'elle avait em-

ployé au Manitoba la radio, la télévision et l'hebdomadaire de langue

française pour faire connaître son émission 1971-1972 d'obligations

d'épargne du Canada. Quant à l'annonce « Hurry » (Hâtez-vous) qui

bassade en état responsable. Les Archives publiques du Canada ont déclaré être très conscientes de la Loi sur les langues officielles et ont demandé au Commissaire de commenter leurs pratiques de bilinguisme vis-à-vis des expositions. Le Commissaire a apporté les précisions suivantes :

1. Toutes les expositions relevant d'un ministère ou d'un organisme du gouvernement fédéral doivent être complètement bilingues. Les deux langues officielles doivent être employées dans les affiches, légendes et catalogues, la publicité et les cérémonies d'inauguration.

2. Les ambassades et associations ethniques qui désirent organiser des expositions devraient être prévenues de l'article 2 de la Loi sur les langues officielles. En général, les expositions sont organisées longtemps à l'avance et lorsqu'on se propose de les présenter au Canada, il est tout naturel qu'on tienne compte des réalités linguistiques du pays.

3. En ce qui concerne les expositions organisées pour des groupes ethniques particuliers, on ne devrait ménager aucun effort pour convaincre les organisateurs de l'importance et de la valeur des relations interculturelles dans un pays bilingue. Il semble que présenter une affiche, en français et en anglais, indiquant le nom de l'organisme responsable de l'exposition, constituerait une heureuse initiative.

Le Commissaire est d'avis qu'il est nécessaire de créer des précédents dans le domaine des expositions afin que celles-ci se conforment aux exigences de la Loi sur les langues officielles.

*Dossier n° 509 — Services téléphoniques et préposés aux renseignements*

Le plaignant prétend que le service téléphonique de la bibliothèque des Archives publiques est exclusivement francophone et que les préposés aux renseignements n'ont pas semble comprendre sa demande formulée en anglais.

La plainte a été instruite et l'archiviste fédéral a donné des ordres pour qu'on réponde invariablement au téléphone dans les deux langues officielles.

## AUDITEUR GÉNÉRAL

*Dossier n° 497 — Statut de la langue française*

Le plaignant, employé francophone au bureau de l'Auditeur général, prétend qu'il est pratiquement impossible de travailler en français à ce bureau, la coutume, sinon la règle, exigeant que tous les rapports soient rédigés en anglais. Il prétend également que la plupart des instructions et directives, ainsi que les services au personnel, sont fournis exclusivement en anglais.

avait suscité 98 candidatures au concours dont 76 furent rejetées pour des raisons diverses, notamment l'absence ou l'insuffisance des qualités et titres requis. Le plaignant a été informé que chaque candidat avait subi l'épreuve dans la langue de son choix, et tous avaient été jugés selon des critères n'ayant rien à voir avec le bilinguisme étant donné qu'aucun des postes à remplir n'avait été déclaré bilingue.

*Dossier n° 573 — Service central des voyages*

Un francophone prétend n'avoir pu obtenir de réponse en français du Service central des voyages d'Ottawa, malgré plusieurs tentatives au cours de l'après-midi pour parler à une téléphoniste bilingue ou francophone. Les téléphonistes bilingues étaient toutes occupées ou inaccessibles.

Le ministère a répondu qu'il recevait environ 600 demandes par jour et que jamais auparavant il n'avait reçu de plainte de ce genre. Il a réclamé des précisions afin de pouvoir prendre toutes mesures correctives nécessaires. Le plaignant n'ayant pas jugé bon de satisfaire à cette demande de détails plus précis, le dossier a été fermé.

*Dossier n° 597 — Réponse en anglais à une lettre en français*

Un francophone du Québec fait grief au ministère d'avoir répondu en anglais à une lettre qu'il avait écrite en français.

Le ministère a affirmé qu'il avait pour principe de répondre à tout correspondant dans la langue que celui-ci utilisait et qu'il s'agissait dans le cas présent d'une erreur d'ordre administratif. Le ministère a présenté par écrit ses excuses au plaignant et lui a souligné qu'il avait fait le nécessaire pour que pareil incident ne se reproduise plus.

ARCHIVES PUBLIQUES DU CANADA

*Dossier n° 193 — Exposition Dürer*

Une personne visite l'exposition des œuvres de Dürer montée à Ottawa sous les auspices des Archives publiques du Canada. Elle constate que les textes explicatifs et les légendes accompagnant les œuvres sont en anglais et en allemand. Elle trouve inacceptable qu'aucune documentation en langue française ne soit mise à la disposition des visiteurs francophones.

Les Archives publiques du Canada ont indiqué que leurs propres expositions sont toujours présentées dans les deux langues et que les affiches, les légendes, les catalogues et les cérémonies d'inauguration sont bilingues. En ce qui concerne l'exposition susmentionnée, une am-

Dossier n° 93 — « Optimum »

Un plaignant signale que le prospectus annonçant la revue *Optimum* du Bureau des conseillers en gestion n'est pas complètement bilingue.

L'instruction a révélé que cette erreur résultait d'un malentendu au sujet de la traduction et de l'impression du dépliant. Comme ce prospectus n'était plus utilisé, le Commissaire a décidé de ne pas poursuivre son enquête.

Dossier n° 175 — *Direction du codage et des données*

Un francophone fait grief à la Direction du codage et des données de ne pas être en mesure de répondre aux appels téléphoniques en français et de ne pas émettre de notes de service dans cette langue.

Le ministère a souligné qu'il y avait eu malentendu au sujet des règlements concernant la traduction et que ces difficultés avaient été aplanies. Des standardistes bilingues répondent aux appels téléphoniques et dirigent ces appels vers des préposés capables de répondre dans la langue de la personne qui demande des renseignements.

Dossier n° 178 — *Traduction d'un manuel*

Un francophone signale l'absence d'une version française du « Treasury Manual of Financial Authorities and Procedures » et est d'avis que « Si l'on veut vraiment que les fonctionnaires de langue française soient de plus en plus sur un pied d'égalité avec leurs confrères anglophones, il est urgent que cette publication devienne disponible en langue française ».

Le ministère a admis les faits et a entrepris des démarches auprès du Secréariat d'Etat pour faire traduire le manuel. Tous les amendements publiés depuis octobre 1970 ont été traduits et la traduction du manuel dans son ensemble, soit plus de 2 000 pages, devait être terminée en 1972.

Dossier n° 228 — *Correcteur d'épreuves bilingue*

Le plaignant prétend que sa candidature à un poste à l'Imprimerie a été rejetée, apparemment parce qu'il n'était pas entièrement bilingue. A son avis, le poste en cause (correcteur d'épreuves) ne devrait pas être bilingue, car la qualité du travail baisse tout naturellement lorsqu'il se fait dans la seconde langue du correcteur.

L'enquête a révélé que ce poste, annoncé dans différents journaux anglophones et francophones par la Commission de la fonction publique,

Le plaignant estime qu'Air Canada (ainsi que d'autres sociétés de la Couronne et des entreprises privées) n'engage pas un nombre suffisant de Canadiens français. Il joint à sa plainte une photographie d'un appareil 747 d'Air Canada et de son équipage au complet dont il donne la liste, pour montrer que ce personnel ne comporte pas un seul Canadien français.

La plainte soulève des questions plus ethniques que linguistiques. Le Commissaire a fait remarquer que les noms manifestement peu français de ces employés ne prouvaient nullement qu'ils n'étaient pas bilingues.

## Dossier n° 477

Une francophone bilingue d'Ottawa à l'emploi d'Air Canada ne désire pas être mutée à un poste comportant des fonctions relatives à la fourniture de services au public voyageur. Elle invoque ses années de service pour suggérer à l'organisme de rechercher parmi les employés plus jeunes le candidat requis. Elle a demandé à son syndicat de s'occuper de son cas.

Le Commissaire n'a pu instruire cette plainte parce qu'il n'y avait aucune infraction à la Loi sur les langues officielles.

Comme on l'aura constaté, Air Canada a souvent déclaré que deux obstacles l'empêchaient de mettre en œuvre les recommandations du Commissaire ou de remédier aux situations à l'origine des plaintes : les restrictions budgétaires et surtout les conventions collectives conclues avec l'Association canadienne des employés du transport aérien (CALBA). Ces conventions collectives, qui touchent aux privilèges d'ancienneté, à la mobilité du personnel, aux droits d'éviction, etc., intéressent précisément les employés en relations avec le public. Ce sont des explications de cet ordre qui ont été avancées en réponses aux plaintes visant le bureau du centre-ville de Winnipeg (dossiers n°s 84, 571 et 752) et celui de Regina (dossiers n°s 367 et 373), et à des plaintes concernant les vols en provenance principalement de Winnipeg (dossiers n°s 86, 443 et 522) et à destination de cette ville (dossiers n°s 460 et 536). Ce sont également les mêmes raisons qui ont été invoquées à Fredéricton, (N.-B.) pour justifier l'absence d'annonces publiques en français des arrivées et départs (dossier n° 596).

En mars 1972, le Commissaire a été informé qu'Air Canada et la CALBA projetaient de constituer dans un avenir proche un comité mixte chargé de proposer des méthodes et des solutions qui tiennent pleinement compte de la Loi sur les langues officielles et permettent d'offrir des services au public dans la langue officielle de son choix sur tout le réseau d'Air Canada.

*e) Manque de services téléphoniques en français*

1. Washington dossier n° 683
2. New York dossier n° 683
3. Ottawa (bureau du fret) dossier n° 417

Les appels téléphoniques adressés au bureau de Washington d'Air Canada sont transmis automatiquement au service de New York. Le bureau de réservation de New York a des employés bilingues, mais son fonctionnement laisse à désirer pour diverses raisons. La Société compte accroître son personnel bilingue à New York.

Au bureau du fret d'Ottawa, une partie du personnel est bilingue. Le Commissaire a recommandé que la Société fasse le nécessaire pour assurer des services bilingues permanents; la Société a donc décidé de dispenser des cours de français au personnel anglophone du bureau du fret.

*f) Absence d'annonces en français au départ des vols à Fredericton — Dossier n° 596*

Air Canada a déclaré que les conventions collectives l'empêchaient de faire en français les annonces au public à Fredericton.

*g) Cartes-réponses d'affaires — Dossier n° 563*

Un anglophone de Dundas (Ontario) a reçu d'Air Canada une carte-réponse d'affaires, bilingue au recto (adresse pour le retour), mais unilingue anglaise au verso (questionnaire). Au nom de ses compatriotes francophones, il estime que c'est une injustice.

Air Canada a expliqué que la Société utilisait deux séries de cartes, l'une à l'intention de sa clientèle anglophone et l'autre à l'usage de sa clientèle francophone. Air Canada tenait donc des listes distinctes des usagers anglophones et francophones, en se fondant sur la demande initiale présentée par le client.

*2. Administration interne : personnel*

*Dossier n° 167*

Un employé d'Air Canada se plaint que la Société fait preuve de discrimination dans la nomination des directeurs de vol des avions Boeing 747. Selon le plaignant, cette discrimination se manifeste par le fait qu'aucun directeur n'a été nommé à Vancouver parce que les commissaires principaux de vol dans cette ville ne sont pas bilingues.

L'enquête a établi que la décision de baser à Montréal et Toronto seulement tous ces directeurs de vol a été prise essentiellement pour des raisons d'ordre économique et pratique plutôt que linguistique.

En règle générale, la Société fournit des journaux et des revues en français pendant les vols, au départ des villes où de telles publications sont éditées ou faciles à trouver. Comme, en principe, la Société met à la disposition des passagers les journaux parus le jour même du vol, il peut n'y en avoir aucun le dimanche et les jours de fêtes. En outre, des conditions atmosphériques particulières, comme une tempête de neige exceptionnellement violente, peuvent empêcher la livraison en temps voulu du lot quotidien à l'aéroport.

1. Montréal-Ottawa dossier n° 140
2. Québec-Ottawa dossier n° 621
3. Québec-Toronto dossier n° 596
4. Ottawa-Québec dossier n° 454
5. Edmonton-Winnipeg dossier n° 460

d) *Absence de publications en français à l'usage des passagers pendant les vols*

Air Canada a soutenu qu'elle avait des employés bilingues aux aéroports d'Ottawa, de Toronto et de Winnipeg, sans pour autant que tous les préposés aux relations avec les passagers le soient. La Société pouvait cependant, plus ou moins bien, offrir des services dans les deux langues officielles. À l'aéroport Kennedy de New York, le personnel bilingue est très restreint et le Commissaire a recommandé que la Société fasse le nécessaire pour pouvoir assurer les services bilingues requis par la Loi.

1. Ottawa dossier n° 105
2. Toronto dossier n° 154
3. New York dossier n° 171
4. Winnipeg dossier n° 183

e) *Absence de services en français aux comptoirs des aéroports*

Air Canada a expliqué que les conventions conclues avec les syndicats et des raisons financières et budgétaires l'empêchaient, à l'époque, d'assurer des services bilingues dans ses bureaux du centre-ville à Winnipeg et Regina. Le bureau de New York compte des bilingues parmi son effectif, mais ils ne sont pas en service pendant toutes les heures d'ouverture.

1. Winnipeg (2) dossiers nos 84 et 752
2. Regina dossier n° 373
3. New York dossier n° 476

b) *Absence de services en français dans les bureaux du centre-ville*

1) *Vols Toronto-Ottawa*

A partir du 25 avril 1971, la Société sera en mesure d'assurer des services bilingues sur tous les vols Toronto-Ottawa-Toronto.

2) *Winnipeg-Toronto; Winnipeg-Vancouver; Winnipeg-Ottawa; Winnipeg-Saskatoon; Edmonton-Winnipeg*

Air Canada reconnaît que le nombre insuffisant des hôtesses bilingues basées à Winnipeg ne lui a pas permis de fournir des services bilingues sur tous les vols en provenance de cette ville. La Société a cependant fait savoir au Commissaire qu'elle encourage tous les employés unilingues de Winnipeg (et de Toronto) régulièrement affectés aux vols en cause à suivre des cours de français, et qu'elle leur accorde une aide financière pour les défrayer. Toutefois, ajoutait-elle, compte tenu des restrictions qu'imposent les syndicats aux mutations de personnel, l'excution du programme général visant à accroître les effectifs bilingues sur les différents vols progresserait lentement.

La Société mettait néanmoins à l'essai un nouveau régime d'affectations mixtes, consistant à adjoindre des employés bilingues basés à Montréal aux autres employés, afin que le personnel d'un plus grand nombre de vols entre Winnipeg et Toronto et sur d'autres lignes soit bilingue dans une proportion d'au moins 50 p. 100.

3) *Québec-Ottawa*

Les hôtesses auraient dû traduire les commentaires du pilote, ce qu'elles ont omis de faire. Les pilotes ne sont pas obligés d'être bilingues, mais les règlements d'Air Canada sont formels : une hôtesse bilingue doit traduire le commentaire du pilote unilingue.

4) *Montréal-Winnipeg*

Sur le trajet Montréal-Toronto du vol, deux des hôtesses étaient bilingues, mais elles ont négligé de traduire les commentaires du pilote. De Toronto à Winnipeg, tout le personnel était unilingue (voir le n° 2).

5) *Montréal-Toronto*

L'équipage régulier avait été retardé au cours d'un vol de correspondance et l'équipage de remplacement n'était pas bilingue.

6) *Toronto-Timmins*

Faute de personnel bilingue et de postulants ayant les capacités nécessaires, et aussi par suite des conventions syndicales, la Société n'était pas en mesure d'assurer des services bilingues. A l'avenir, elle s'efforcera d'affecter au moins un employé bilingue à ces vols.

1. *Relations avec le public : services ou communications*

Dans ses rapports avec les voyageurs partout au Canada et en de nombreux pays étrangers, Air Canada a souvent affaire avec le public — à ses guichets en ville et aux aéroports, en cours de vol, au téléphone, dans les bureaux de réservation, etc. Cette réalité impose à Air Canada de maintenir une forte proportion de bilingues parmi son personnel préposé aux relations avec le public. Cependant, la répétition du même genre de plaintes indique clairement que la Société est encore loin de servir son public francophone de façon satisfaisante.

Le Commissaire estime qu'Air Canada doit accorder une priorité bien plus grande aux services bilingues, conformément aux dispositions de l'article 10, qui ne comportent aucune limite géographique, et à cause du rôle considérable que joue la compagnie dans la sensibilisation du public à l'image d'un Canada bilingue. Le Commissaire s'attend qu'Air Canada, en s'appuyant largement sur l'étude spéciale que le Bureau a faite au printemps 1972 des orientations adoptées par le siège de la compagnie, fasse de bien plus gros efforts dans le proche avenir pour que ses réalisations soient à la hauteur de la bonne volonté évidente dont font preuve tant la direction que les employés.

Comme la présence d'Air Canada est extrêmement visible, il ne faut pas s'étonner de la très grande fréquence des plaintes formulées contre la Société. On a donc regroupé les sommaires de ces plaintes par catégorie et exposé, pour chacune d'elles, la position d'Air Canada, qui, dans tous les cas, a été communiquée au plaignant. Quant aux recommandations du Commissaire, elles figurent dans le rapport de l'étude spéciale susmentionnée.

a) *Absence ou insuffisance de services en français en cours de vol\**

Toronto-Ottawa	dossier n° 54
Winnipeg-Toronto	dossier n° 86
Winnipeg-Ottawa	dossier n° 144
Montréal-Ottawa (2)	dossiers n°s 174 et 332
Winnipeg-Vancouver	dossier n° 443
Québec-Ottawa	dossier n° 454
Edmonton-Winnipeg (2)	dossiers n°s 460 et 571
Winnipeg-Saskatoon	dossier n° 522
Montréal-Winnipeg	dossier n° 536
Montréal-Toronto	dossier n° 750
Toronto-Timmins	dossier n° 763

\* Sont comprises dans cette catégorie des plaintes concernant les services des hôtesses de l'air et le défaut d'annonces en français, soit que le pilote n'ait pas parlé en français, soit que l'hôtesse bilingue n'ait pas fait la traduction voulue.

gées uniquement en anglais. Ces circulaires expliquent la législation sur laquelle est basée leur travail.

A la suite de l'intervention du Commissaire, le ministère a fait traduire les deux circulaires publiées en anglais seulement depuis la mise en vigueur de la Loi sur les langues officielles et a indiqué que toutes les circulaires seraient désormais disponibles dans les deux langues officielles.

*Dossier n° 123 — Langue de travail*

Un vétérinaire francophone reproche au ministère de ne pas respecter ses droits relatifs à la langue utilisée au cours des réunions d'étude. Puisque la situation semblait sur le point d'être réglée à la satisfaction de tous les intéressés, grâce à la procédure de grief à l'intérieur du ministère, le correspondant n'a pas voulu soumettre une plainte formelle auprès du Commissaire.

*Dossiers nos 176, 196, 467 — Publications*

● Le plaignant se demande si la non-réception d'une publication commandée est due à son inexistence en français.

La publication existait en français. Le Commissaire a alors indiqué au plaignant où et comment se la procurer.

● Une rédactrice du ministère souligne la piètre qualité du français d'une publication du ministère et l'attribue à la médiocrité de la traduction.

La plainte fut retirée à la suite d'améliorations apportées dans les services d'édition.

*Dossier n° 484 — Ferme expérimentale*

La plaignante fait grief au ministère de n'avoir pu obtenir de renseignements en français lors d'une visite à la Ferme expérimentale à Ottawa.

L'instruction a révélé que la plainte mettait particulièrement en cause les préposés au service de sécurité, lesquels sont à l'emploi d'une agence dont les services sont retenus par le gouvernement. Comme ces préposés au service de sécurité sont en fait souvent appelés à répondre aux questions des visiteurs, le ministère a décidé, à la suite de l'intervention du Commissaire, de demander à l'agence responsable d'affecter des employés bilingues aux postes qui sont susceptibles d'entraîner des contacts avec le public. Cette mesure devrait être appliquée plus particulièrement pendant les mois d'été et les fins de semaine.

L'ACDI et que les nouvelles entrevues se déroulent devant un comité de sélection formé selon l'esprit de la Loi, L'ACDI a accepté de reprendre le concours devant un comité de sélection bilingue.

*Dossier n° 542 — Avis de concours*

Dans un concours à participation restreinte relatif à un poste de surveillant de la Section du contrôle budgétaire, on lit, sous la rubrique EXIGENCES LINGUISTIQUES : « Les postes à pourvoir exigent une bonne connaissance de la langue anglaise. » Le plaignant estime que ces postes devraient exiger la connaissance des deux langues.

Après avoir examiné la nature du travail du poste annoncé, le Commissaire a conclu que les exigences linguistiques inscrites dans l'avis de concours ne tenaient pas dûment compte des objets et des dispositions de la Loi sur les langues officielles. De plus, l'instruction de la plainte a révélé que le degré de bilinguisme à la Division de projet de contrôle du budget et statistiques était nettement insuffisant pour assurer un service adéquat en français à son public francophone. Le Commissaire a recommandé à l'ACDI de tenir compte de cette carence dans la nomination du personnel et de reprendre le concours restreint à l'intérieur des cadres de l'ACDI après une révision des exigences linguistiques.

L'ACDI a fait part au Commissaire des changements effectués au sein de la Section du contrôle budgétaire depuis le dépôt de la plainte : deux des trois employés s'occupant de l'Afrique francophone sont bilingues et le troisième peut communiquer sans difficulté en français. Au cours de l'année financière 1972-1973, un des postes de surveillant (CR5) sera occupé par une personne bilingue et l'assistant du chef de la section sera également bilingue. Quant au concours, l'ACDI a déclaré qu'elle était prête à le reprendre sans mention d'exigences linguistiques, ce qui fut fait trois mois plus tard.

A la suite du concours, deux anglophones ont été nommés aux postes de surveillants de la Section du contrôle budgétaire. L'un devait suivre des cours de formation linguistique tandis que l'autre, qui pouvait, selon l'ACDI, travailler en français même sans avoir réussi le test de bilinguisme de la Commission de la fonction publique, s'est inscrit à des cours de langues pour améliorer son français oral.

## AGRICULTURE

*Dossier n° 109 — Circulaires*

Des fonctionnaires du ministère travaillant au Québec se plaignent de recevoir de la Division de l'Hygiène vétérinaire des circulaires réd-

gais est prise à partie de même que l'unilinguisme anglais de certains critiques.

Une étude approfondie de la Direction des parcs nationaux du ministère des Affaires indiennes et du Nord canadien a été entreprise par le bureau du Commissaire avec la collaboration du ministère. On trouvera le détail de cette étude au chapitre II.

#### *Dossier n° 551 — Publicité*

Le plaignant envoie au Commissaire des coupures d'annonces provenant des quotidiens de langue anglaise de Winnipeg. Certaines de ces annonces sont publiées sous l'autorité de la Commission de la fonction publique et visent à pourvoir des postes au sein du ministère des Affaires indiennes et du Nord canadien; d'autres, publiées sous l'autorité du ministère même, constituent des appels d'offre. Le correspondant souligne que cette réclamation n'a paru que dans la presse anglaise et se demande pourquoi on ne s'est pas également servi de la presse française.

La Commission de la fonction Publique et le ministère ont tous deux indiqué que leur réclamation se fait normalement par l'entremise de la presse quotidienne, et que, comme celle-ci est inexistante en langue française au Manitoba, la réclamation en question n'a donc paru que dans les quotidiens anglais. S'il y avait eu un quotidien français, le ministère y aurait eu recours comme c'est la pratique dans les régions où existe une presse quotidienne de langue française.

Profitant de cette plainte, le ministère a assuré le Commissaire qu'à l'avenir, et dans la mesure du possible, il utiliserait la presse hebdomadaire de langue française de l'Ouest canadien pour y passer de la réclamation concernant la Direction des parcs nationaux et des lieux historiques.

#### AGENCE CANADIENNE DE DÉVELOPPEMENT INTER-NATIONAL

#### *Dossier n° 119 — Concours*

Un francophone fait grief à l'ACDI de n'avoir pas tenu compte de son désir d'être interrogé dans sa langue lors d'un concours restreint pour un poste qui exigeait la connaissance du français. Le comité de sélection a interviewé le candidat surtout en anglais.

L'instruction a révélé que la procédure suivie lors des entrevues avait été entachée d'un vice de forme constituant une infraction à la Loi sur les langues officielles. En conséquence, le Commissaire a recommandé que le concours soit repris à l'intérieur des cadres de

question que le cousin portât plainte à ce sujet et il se dissociait des termes défavorables au ministère contenus tant dans le livre que dans l'article du *Devoir*.

*Dossier n° 598 — Allocation incendiaire à Lyon*

Invité à prendre la parole au cours d'un dîner à Lyon (France), le Commissaire s'efforçait d'expliquer les bienfaits et les progrès du bilinguisme au Canada. Après son allocution, une auditrice distinguée lui tendit délicatement une pochette d'allumettes fournie à cette occasion par l'Ambassade du Canada. L'avertissement « close cover before striking match » n'y figurait qu'en anglais, au plus grand embarras d'un Commissaire stupéfait et confus.

Prîé par le Commissaire de bien vouloir jeter un peu de lumière sur le danger, mineur mais symbolique, qu'il y avait à omettre d'avertir les francophones, en même temps que les anglophones, qu'ils risquaient de se brûler les doigts, le sous-secrétaire d'État aux Affaires extérieures a immédiatement pris les mesures nécessaires pour qu'à l'avenir les pochettes incriminées portent un avertissement bilingue.

AFFAIRES INDIENNES ET DU NORD CANADIEN

*Dossiers n°s 190 et 197 — Publications*

● Un acheteur d'artisanat fait grief au ministère de ne pas lui offrir la liste des prix en français bien que celle-ci soit disponible en français et en anglais, sous couverture séparée.

Afin d'éviter tout malentendu, le ministère a décidé de publier à l'avenir la liste en question dans les deux langues sous une même couverture.

● Un fonctionnaire du ministère fait grief au ministère de ne pas traduire en français certaines publications.

La plainte fut par la suite retirée puisque la situation était déjà en voie de correction à la suite d'autres griefs reçus de l'extérieur.

*Dossiers n°s 295, 424, 428, 490 — Parcs nationaux*

Le Commissaire a reçu quatre plaintes concernant le manque de services en français dans les parcs nationaux.

Au parc national de Fundy, (N.-B.) et en d'autres endroits de ressort fédéral en Nouvelle-Ecosse et à l'Île-du-Prince-Édouard, les préposés aux entrées ne peuvent s'exprimer en français et les dépliant explicatifs ne sont disponibles qu'en anglais. Dans divers parcs nationaux, dont celui de Yoho en particulier, la mauvaise qualité du fran-

sujet d'un écriture rédigé en deux langues pour souhaiter la bienvenue du côté canadien du pont Peace entre Buffalo et Fort Erie (Ontario), ces deux langues étant l'anglais et le gaélique.

Le Secrétaire d'Etat a porté ces plaintes à l'attention du Commissaire qui a entamé des pourparlers avec l'administration du pont, organisme mixte indépendant où sont réunis Canadiens et Américains, en vue d'obtenir que l'écriture soit modifiée pour accueillir le français parmi les langues de bienvenue.

Les alentours du pont étaient alors dans le chaos, le ministère de la Voirie de l'Ontario ayant entrepris de réaménager les voies d'accès au pont, à partir de l'autoroute Queen Elizabeth, ce qui expliquait la profusion de panneaux temporaires. L'administration a promis que, sitôt la construction terminée, elle installerait un écriteau souhaitant la bienvenue aux voyageurs canadiens et étrangers au moins dans nos deux langues officielles.

#### *Dossier n° 498 — Cours de langue*

Un agent d'information en poste dans une mission canadienne à l'étranger se plaint qu'on n'ait pas pris les dispositions voulues pour que lui-même et ses collègues puissent suivre des cours de langue seconde pendant les heures de travail.

Il lui a été répondu que cette question ne constituait pas une infraction à la Loi sur les langues officielles, celle-ci n'imposant pas aux ministères l'obligation d'assurer des cours de langues.

*Dossier n° 501 — Affaires « extérieures » ou Affaires « étrangères »*

Un francophone s'élève contre l'emploi du mot « extérieures » au lieu de « étrangères » dans l'expression « ministère des Affaires extérieures ».

Considérant que ceci ne constituait pas une infraction à la Loi sur les langues officielles, le Commissaire a suggéré au correspondant de communiquer directement avec le ministère.

#### *Dossier n° 533 — Lettre en anglais à un francophone*

Une critique d'un livre parue dans *Le Devoir* souligne que le ministère a envoyé à un cousin francophone de l'auteur du livre une lettre rédigée en anglais.

Le ministère a transmis au Commissaire copie d'une lettre du cousin dans laquelle celui-ci déclarait que la correspondance entre le ministère et lui-même avait été tenue en anglais à sa demande afin d'éviter tout retard possible dû à la traduction. Il n'était donc pas

Le ministre a admis que cette ambassade s'était trouvée durant quelques temps dépourvue de personnel parlant les deux langues officielles et a informé le Commissaire que des dispositions avaient été prises pour qu'une telle situation ne se reproduise plus.

• Une étudiante se plaint que la personne à qui elle s'est adressée à l'Ambassade du Canada à Paris pour faire renouveler son passeport ne pouvait s'exprimer en anglais.

Le Commissaire n'a pu instruire cette plainte, la plaignante ayant refusé de lui donner les renseignements pertinents qui auraient permis d'entamer une instruction. Le Commissaire a cependant informé la plaignante que son Bureau avait mené une étude approfondie de tous les aspects du bilinguisme dans un certain nombre d'ambassades canadiennes à l'étranger et que le ministère des Affaires extérieures avait déjà entamé la mise en œuvre de ses recommandations.

• Un francophone fait remarquer au Commissaire qu'à l'Ambassade du Canada à Paris, la personne qui a répondu au téléphone le 1<sup>er</sup> janvier 1972, à 11 h 00, ne pouvait s'exprimer en français et qu'elle aurait demandé à son interlocuteur de s'exprimer en anglais.

Le ministère a indiqué au Commissaire que la personne concernée faisait partie du personnel des gardiens chargés d'assurer la sécurité de l'ambassade. Cette personne avait passé le test de langue de la fonction publique et était considérée bilingue selon les normes établies pour sa catégorie. Outre cette personne, l'ambassade compte désormais quatre gardiens bilingues. Le ministère a également fait part au Commissaire que des directives précises avaient été émises afin de rendre bilingues les services des réceptionnistes-standardistes et des gardiens.

#### *Dossier n° 479 — Cours de formation*

Le plaignant, qui n'a pas voulu déposer une plainte formelle, reproche au Bureau des passeports de donner des cours de formation en anglais à des surveillants francophones.

Le Commissaire a demandé des explications au ministère. Dans sa réponse, celui-ci a indiqué qu'un cours en anglais, à titre expérimental et à inscription volontaire, avait été offert. C'est toutefois la politique du ministère de s'assurer que des cours sont offerts dans les deux langues officielles tant pour les surveillants au Bureau des passeports que pour des fonctionnaires d'autres ministères devant être affectés à l'étranger.

#### *Dossier n° 492 — « Bienvenue au Canada »*

Le consul et délégué commercial du Canada à Buffalo (N.Y.) fait savoir au ministère qu'il a reçu un certain nombre de plaintes au

• Un Canadien résidant au Chili ne peut obtenir de services en français de l'Ambassade du Canada à Santiago.

*Dossiers nos 461, 599, 626 — Services à l'étranger*

Pour ce qui est des tampons, ils étaient hors d'usage depuis plusieurs années, ayant été remplacés par des tampons bilingues lorsque le format du passeport a été rendu entièrement bilingue.

Il n'y a pas de directives étaient respectées. Dans le cas des formulaires, le ministère a fait publier un avis à l'intention des maîtres de postes leur demandant de prendre les mesures nécessaires pour que ces formulaires soient disponibles en tout temps dans les deux langues officielles et une vérification des bureaux dans les régions de Toronto, Montréal et Vancouver a été faite pour s'assurer que ces directives étaient respectées.

Un francophone ne peut obtenir un formulaire de demande de passeport en français dans un bureau de poste de Toronto, alors qu'un autre reproche au ministère d'avoir apposé trois inscriptions unilingues anglaises sur son passeport.

*Dossiers nos 255 et 574 — Passeport*

## AFFAIRES EXTÉRIEURES

Comme le ministère disposait de très peu de détails sur la plainte, il n'a pu fournir d'explications. Toutefois, il a assuré le Commissaire qu'il a l'habitude d'envoyer des documents dans la langue officielle du correspondant. Le Commissaire a transmis au plaignant un exemplaire de la version française du rapport.

Un vétéran francophone reçoit un rapport annuel en anglais du ministère des Affaires des anciens combattants.

*Dossier n° 619 — Rapport annuel*

## AFFAIRES DES ANCIENS COMBATTANTS

### 1. *Plaintes recevables*

Alliance de la fonction publique du Canada  
Bilinguisme (Politique de)  
Éducation  
Entreprise privée  
Provinces  
Téléphone

par ordre alphabétique. La seconde partie des sommaires comprend les plaintes non recevables relatives aux sujets suivants :

Donc, des 602 dossiers fermés durant l'année 1971-1972, 262 (presque 44 p. 100) étaient des plaintes recevables et fondées.

TABEAU 12. Plaintes recevables de fonctionnaires (en tant que fonctionnaires), y compris les militaires et les employés des sociétés de la Couronne

	65		
	35	6	10
Anglophones	35	6	10
Francophones	30	12	6
	65		
	35	6	10
Anglophones	35	6	10
Francophones	30	12	6
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Anglophones	35	6	10
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Anglophones	35	6	10
Francophones	30	12	6
	65		
	35	6	10
Anglophones	35	6	10
Francophones	30	12	6
	65		
	35	6	10
Anglophones			

TABEAU 13. Objet des plaintes recevables de fonctionnaires

Francophones	Anglophones
0	4
2*	10*
13	15
15	6
30	35

\* Cette catégorie comprend 6 anglophones et 1 francophone qui demandaient l'accès à des cours de langue.

## D. Sommaires

Les sommaires qui suivent donnent une brève description de la nature des plaintes réglées au cours de 1971-1972 ainsi que des démarches faites par le Commissaire pour leur trouver des solutions aux termes de la Loi. Dans plusieurs cas, le lecteur trouvera un énoncé des recommandations soumises aux institutions fédérales mises en cause. Quelques cas isolés qui, par exemple, risquaient de révéler l'identité du plaignant ou qui présentaient peu d'intérêt ont été omis du répertoire des sommaires.

La première partie des sommaires concerne les plaintes recevables aux termes de la Loi, i.e. celles qui étaient de nature linguistique et mettaient en cause des institutions fédérales. Celles-ci sont groupées

TABLEAU 11. Plaintes fondées et non fondées\*

ABRÉVIÉ 11. Plaintes fondées et non fondées*	
Dossiers fermés	602
Plaintes recevables	492
Plaintes recevables fondées	262 (53 %)
plaintes recevables non fondées	230 (47 %)
492	

Chemins de fer nationaux du Canada	33
Commissaire aux langues officielles	2
Commission canadienne des pensions	1
Commission canadienne du blé	1
Commission de révision de l'impôt	1
Commission d'assurance-chômage	13
Commission de la capitale nationale	3
Commission de la fonction publique	25
Commission nationale des libérations conditionnelles	2
Communications	3
Compagnie des Jeunes Canadiens	1
Conseil de la radio-télévision canadienne	2
Conseil du trésor	2
Conseil national de recherches	2
Conseil privé	4
Consommation et Corporations	1
Constitution (Comité mixte sur la)	4
Défense nationale	4
Energie, Mines et Ressources	11
Environnement	4
Expansion économique régionale	10
Galerie nationale du Canada	4
Gendarmerie royale du Canada	1
Industrie et Commerce	7
Information Canada	5
Justice	6
Main-d'œuvre et Immigration	2
Monnaie royale canadienne	20
Musées nationaux du Canada	2
Office national du film	2
Postes	1
Radio-Canada	40
Revenu national (Douanes et Accise)	139
Revenu national (Impôt)	13
Santé nationale et Bien-être social	21
Secrétariat d'Etat	12
Sénat	19
Solliciteur général	2
Statistique Canada	9
Transports	71
Travaux publics	24
	7
	611

\*Une plainte recevable fondée signifie une plainte de nature linguistique mettant en cause une institution fédérale et révélant une contravention à la Loi sur les langues officielles.

2	Affaires des anciens combattants
15	Affaires extérieures
10	Affaires indiennes et du Nord canadien
1	Agence canadienne de développement international
3	Agriculture
30	Air Canada
3	Approvisionnements et Services
2	Archives publiques du Canada
1	Assurances (Département des)
1	Auditeur général du Canada
1	Banque du Canada
2	Bibliothèque nationale du Canada
8	Chambre des communes

TABLEAU 10. Institutions fédérales mises en cause par les plaintes recevables

Langue de travail	62 (10 %)	549 (90 %)
Langue de service		
	611	

TABLEAU 9. Nature des plaintes recevables

Français	517 (85 %)	94 (15 %)
Anglais		
	611	

TABLEAU 8. Langue des plaignants

## 2. Plaintes recevables aux termes de la Loi.

\*Le nombre de plaintes déposées en mars 1972 a dépassé le nombre total des plaintes pour l'année 1970-1971. Ce fait est en partie le résultat d'un publicité plus variée organisée par le Bureau du Commissaire.

Avril	Mai	Juin	Juillet	Août	Septembre	Octobre	Novembre	Décembre	Janvier	Février	Mars
45	116	201	250	284	308	325	382	443	502	560	745*
45	71	85	49	34	24	17	57	61	59	58	185
nombre de plaintes par mois	nombre cumulé										

TABLEAU 7. Réception des plaintes (échelonnement dans le temps)

TABLEAU 4. Langue des plaignants

Français	591 (79 %)
Anglais	154 (21 %)

TABLEAU 5. Transmission des plaintes

Par lettre	516 (69 %)
Par renvoi	32 (4 %)
En personne	40 (6 %)
Par téléphone	133 (18 %)*
Autres moyens (télégramme, journal, note, etc.)	24 (3 %)
	(100 %)

\*L'augmentation du nombre de plaintes déposées par téléphone résulte du fait que les plaignants ont été invités par affiche ou par annonce dans les journaux à communiquer par téléphone sans frais avec le Bureau du Commissaire.

TABLEAU 6. Origine géographique des plaintes

	1971-1972	1970-1971
Terre-Neuve	2 (0,3)	0 (0,0)
Ile-du-Prince-Édouard	13 (1,8)	2 (1,1)
Nouvelle-Écosse	12 (1,6)	0 (0,0)
Nouveau-Brunswick	43 (5,8)	10 (5,5)
Québec	167 (22,4)	54 (29,8)
Ontario	222 (29,8)*	73 (40,3)
Manitoba	71 (9,5)	12 (6,6)
Saskatchewan	53 (7,1)	22 (12,2)
Alberta	131 (17,6)**	1 (0,6)
Colombie-Britannique	20 (2,7)	6 (3,3)
États-Unis	5 (0,7)	
Grande-Bretagne	1 (0,1)	
France	2 (0,3)	1 (0,6)
Autriche	1 (0,1)	
Chili	1 (0,1)	
Sénégal	1 (0,1)	

\*Ce nombre tient compte des plaintes originant de la capitale nationale.

\*\*Ces plaintes mettaient en cause surtout la Société Radio-Canada et provenaient en grande partie de la région de Saint-Paul-Bonnyville-Lac La Biche.

précédente, marquait une augmentation considérable. Les 66 dossiers à l'étude au 31 mars 1971 ont été fermés au cours de 1971-1972. Un total de 668 dossiers ont donc été fermés pendant la seconde année.

TABLEAU 1. Nombre de dossiers par année

	1970-1971		1971-1972	
	Ouverts	Fermés	Ouverts	Fermés
A l'étude à la fin de l'année	181	115 (64 %)	745	602 (80 %)
		66 (36 %)	143	143 (20 %)

TABLEAU 2. Nombre cumulé de dossiers pour les deux années

	Ouverts	Fermés	A l'étude
	926	783 (85 %)*	143 (15 %)

\*Ce nombre comprend les 66 dossiers demeurés ouverts au 1<sup>er</sup> avril 1971.

L'augmentation du nombre de plaintes résulte sans doute de ce que le Bureau du Commissaire et la Loi sur les langues officielles sont devenus plus connus par suite des visites régionales du Commissaire ou du programme d'information que le Bureau a organisé. Des facteurs qui tiennent aux responsabilités de certains organismes, comme le recensement décennal de la population, entrent aussi en ligne de compte. Les 745 dossiers ouverts peuvent être classés comme suit :

TABLEAU 3. Dossiers ouverts en 1971-1972

	fermés		à l'étude	
	Recevables aux termes de la Loi	Non recevables aux termes de la Loi	Recevables aux termes de la Loi	Non recevables aux termes de la Loi
	492 (82 %)	110 (18 %)	118 (83 %)	25 (17 %)
	602		143	

C'est la pratique du Bureau de joindre au préavis une description de la plainte, y compris tous les faits pertinents fournis par le plaignant. Le Commissaire demande à l'institution de lui communiquer sa version des incidents et ses explications et d'ajouter, le cas échéant, les mesures qu'elle entend prendre pour corriger la situation et pour se conformer à la Loi. Après avoir examiné les versions du plaignant et de l'institution, et après avoir terminé toutes les recherches et entretiens qui s'imposent, le Service des plaintes propose au Commissaire de faire des recommandations appropriées, selon le cas.

Au cours de 1971-1972, les institutions fédérales ont transmis au Commissaire des versions que l'on peut classer en deux catégories principales. Certaines institutions se sont contentées de fournir des explications qui s'en tenaient à la lettre de la Loi et d'interpréter d'une manière restrictive ses dispositions (article 9(2)) relatives à la « demande immportante » ou à la « possibilité » administrative d'apporter des correctifs. Par contre, d'autres institutions ont jugé bon de dépasser la lettre de la Loi pour s'inspirer davantage de son esprit et de proposer des réformes de plus grande envergure que ne le suggérait le cadre de la plainte. Quelques-unes d'entre elles ont même commandé des enquêtes à l'échelle du Canada. Il est évident que ces initiatives ne produiront de résultats concrets qu'au bout d'un certain temps, mais c'est là la condition inévitable pour que des réformes en profondeur s'effectuent au sein de l'administration fédérale dans un domaine aussi complexe que le bilinguisme.

Les institutions fédérales devraient constamment être conscientes du fait que les explications qu'elles fournissent au Commissaire seront transmises aux plaignants et pourraient éventuellement être insérées dans son rapport annuel au Parlement. Cela pourrait créer une fâcheuse impression dans les cas où on aurait donné une interprétation inexacte ou peu constructive de certaines dispositions de la Loi. Celle-ci exige, par exemple, que les services soient offerts automatiquement en certains endroits dans les deux langues officielles, sans attendre une demande expresse et explicite de la part du public. Chacun sait qu'avant la promulgation de la Loi nombre d'organismes fédéraux avaient pris l'habitude de servir le public uniquement en anglais. Il s'agit aujourd'hui pour ces organismes de prendre l'initiative d'informer la clientèle francophone que la situation est changée depuis le 7 septembre 1969.

## C. Bilan des activités

### I. L'ensemble des plaintes

Au cours de l'année financière 1971-1972, le Service des plaintes a ouvert 745 dossiers, ce qui, à comparer aux 181 plaintes de l'année

missaire leur version, exprimée avec précision dans leurs termes, pour limiter tout risque d'équivoque.

Dans certains cas, le plaignant devra attendre un certain temps avant d'être informé du résultat de l'instruction. Si les affirmations présentées dans la plainte révèlent une contravention à la Loi, le Commissaire fera des recommandations à l'institution mise en cause et « négociera » avec celle-ci les modalités et le calendrier de leur mise en vigueur. Le temps que prend l'institution pour réunir les éléments de sa réponse peut être long, surtout si le bureau principal doit communiquer avec ses représentants dans les régions ou dans les districts. L'important, c'est que des correctifs soient apportés ou que des réformes soient effectuées lorsqu'il y a contravention à la Loi. Si une institution refusait de donner suite aux recommandations du Commissaire, le plaignant comprendrait que celui-ci n'a pas d'autres moyens à sa disposition que de signaler et, le cas échéant, de commander cette inaction dans un rapport au Parlement.

Certains fonctionnaires se plaignent auprès du Commissaire que la mise en vigueur des programmes de bilinguisme risque de nuire à leur avancement dans la fonction publique. Dans nombre de ces cas, le Commissaire ne trouve pas d'inraction à la Loi. Cependant, dans presque tous les cas, il soumet le grief à l'attention des autorités compétentes, tout en reconnaissant qu'il n'a pas toujours compétence pour porter un jugement sur les décisions du gouvernement et pour formuler des recommandations formelles. Il semble qu'il reste à trouver au sein de l'administration fédérale la possibilité d'établir des procédures supplémentaires en vertu desquelles certains genres de griefs linguistiques concernant les employés fédéraux pourraient être étudiés. En attendant, le Commissaire continuera, sans volontairement empêcher sur la compétence d'autres instances, d'explorer avec n'importe quel employé fédéral toute « zone grise » où un plaignant se trouverait en difficulté. Le Commissaire est heureux, bien entendu, d'aider des parlementaires ou des chefs syndicaux qui voudraient lui confier des cas portés à leur attention.

## B. L'institution

Lorsqu'une plainte relève de la compétence du Commissaire, celui-ci a le devoir d'informer le sous-chef ou autre chef administratif de l'institution mise en cause de son intention d'instruire la plainte. C'est l'article 27 de la Loi qui l'exige. Il ne faudrait pas se formaliser outre mesure de cette procédure dont l'objet est double : permettre au Commissaire de se conformer à la Loi et informer les institutions concernées des plaintes qui sont déposées auprès de lui, avant même que les instructions ne soient commencées.

cette catégorie sont néanmoins examinées par les agents de plaintes qui peuvent alors suggérer au Commissaire, après avoir obtenu la permission des correspondants, un renvoi à l'autorité qui a juridiction pour en disposer.

La philosophie générale du Commissaire et de ses collègues consiste à éviter des réponses « bureaucratiques » et à agir dans l'esprit le plus large du rôle de l'Ombudsman : jamais contre la loi mais, s'il le faut pour être utile au citoyen, « en marge » de la loi. Cette approche suppose que l'Ombudsman ne doit jamais fermer sa porte (du moins pendant les heures de bureau . . .). S'il ne peut aider le plaignant officiellement aux termes de la loi, il se doit d'essayer ou bien d'expliquer au plaignant avec clarté et simplicité pourquoi toutes les « portes » possibles lui semblent fermées, ou bien de lui trouver officiellement « la bonne porte » — le recours valable — à laquelle l'Ombudsman est prêt à trapper au nom du plaignant. Évidemment, si l'objet de la plainte est « sans importance » ou si la plainte est « futile, vexatoire ou n'a pas été faite de bonne foi », le Commissaire peut refuser, d'après la loi, de l'instruire, tout en donnant ses raisons (jamais, encore, a-t-il été nécessaire d'invoquer cet article 26(4) pour opposer un tel refus). Dans tous les autres cas, le plaignant peut s'attendre de recevoir du Commissaire l'assurance que son grief fera l'objet d'une instruction — ou tout au moins d'un effort sérieux pour trouver une réponse satisfaisante à son problème.

Le plaignant peut compter sur la discrétion la plus entière du Commissaire. Jamais le nom du plaignant ne sera révélé sans son autorisation explicite. Une personne peut déposer une plainte sous le couvert de l'anonymat, mais de toute évidence elle ne pourra alors être informée du résultat de l'instruction et l'agent de plaintes ne sera pas en mesure de communiquer avec elle s'il a besoin de renseignements supplémentaires.

Quelle que soit la manière utilisée pour déposer une plainte, le plaignant a intérêt, pour faciliter l'instruction, de fournir au Commissaire ou à son représentant le plus de détails possible : par exemple, l'heure, la date et l'endroit d'un incident ainsi qu'une description circonstanciée des faits qui l'entourent.

Le plaignant est invité à utiliser tous les moyens — lettre, télégramme, visite personnelle — qu'il juge bons pour soumettre son grief. Celui qui préfère ne pas écrire ou qui ne peut venir en personne peut recourir au téléphone : le Bureau du Commissaire est l'une des premières institutions fédérales à mettre à la disposition du public l'accès gratuit par téléphone interurbain, d'où que ce soit au Canada. À partir du début de janvier 1973 ce service a été élargi pour couvrir, aux heures de bureau locales, tous les fuseaux horaires du pays. Certains plaignants préfèrent quand même transmettre par écrit au Com-

## LES PLAINTES : « VOUS AVEZ LA PAROLE »

Dans le chapitre III de son premier rapport annuel, le Commissaire avait énoncé les fonctions essentielles de son Service des plaintes, ainsi que les méthodes que celui-ci avait adoptées dans ses instructions. L'expérience acquise pendant la seconde année a permis au Service d'apporter à l'examen des plaintes une meilleure compréhension de la Loi sur les langues officielles et de l'univers dans lequel cette loi doit être mise en vigueur.

Les praticiens du droit trouvent avantage à travailler sur des textes de lois qui laissent le champ libre à l'interprétation. La loi que le Commissaire a reçu le mandat d'administrer contient plusieurs dispositions qui doivent être étudiées au regard des faits ou des circonstances rapportées dans les plaintes. Chaque cas nécessite un examen particulier, et il est souvent impossible de proposer des solutions générales ou applicables à un ensemble de situations. L'autorité du Commissaire repose sur son pouvoir de soumettre des recommandations aux institutions fédérales et de faire rapport de ses activités directement au Parlement. Ses recommandations sont formulées à la suite d'une décision prise après une analyse objective et approfondie des versions présentées par le plaignant et par l'institution. Il peut arriver que les instructions exigent des visites sur place, à Ottawa ou dans les régions. Quand il faut aller dans un bureau régional ou local, ces visites sont organisées avec le concours de la haute direction de l'institution elle-même.

## A. Le plaignant

Le Service des plaintes ouvre un dossier pour chaque plainte ou grief qu'on lui confie. Toute plainte qui est de nature linguistique et qui met en cause une institution fédérale est recevable et peut être instruite aux termes de la Loi. Les plaintes qui n'entrent pas dans



A la fin de l'année financière, le Commissaire a fait part au CN de son intention de lancer une étude sur le siège de cette institution afin d'examiner les grandes lignes, les projets et les réalisations de la société en matière de fourniture de services bilingues aux voyageurs et à l'ensemble de la population. Cette étude, qui ajoutera à celles que le Bureau a menées au cours de l'année financière sur les transporteurs publics fédéraux, est inspirée par les considérations suivantes : le fait que depuis des années la société travaillait à un programme de bilinguisme; le rôle joué par le CN qui, à titre de compagnie nationale de transports, est tout particulièrement tenu de fournir aux voyageurs des services dans les deux langues officielles; et les nombreuses plaintes reçues par le Commissaire contre cette institution.

# 1) *Chemins de fer nationaux du Canada — Siège social*

de ceux qui sont affectés à des postes où il y a contact avec le public, à quelque niveau ou grade que ce soit;

39) que le personnel de soutien, en particulier les bureaux météorologiques, en contact permanent avec le public dans les bureaux météorologiques, soit admissible aux cours de langues;

40) que soient menées à bonne fin les négociations avec le Centre d'enseignement du français, Commission de la fonction publique de l'Ontario, en vue d'obtenir deux moniteurs qui travailleront à l'administration centrale du S. E. A. avec les 32 membres du personnel qui suivent déjà des cours, pour permettre à ces derniers de conserver leurs connaissances linguistiques et leur enthousiasme ainsi que pour encourager d'autres personnes à s'inscrire à des cours de langues;

41) que le personnel ayant atteint un certain niveau de connaissances linguistiques soit, pour maintenir l'acquis, affecté à des postes situés dans des localités où il peut mettre en pratique la langue nouvellement acquise;

42) qu'on affecte aux unités de langue française les anglophones bilingues ayant le désir et la capacité de travailler en français, afin de leur donner l'occasion de retenir et de perfectionner les connaissances linguistiques acquises;

43) qu'un coordonnateur permanent du bilinguisme soit nommé au S. E. A., soit au niveau du Service, soit au niveau du Ministère;

44) que cette personne soit nommée à un niveau qui lui permettra d'assurer la mise en œuvre des programmes et d'établir des systèmes adéquats de contrôle de leur exécution;

45) que partout où existent des services bilingues, ces services soient automatiquement offerts au public dans les deux langues officielles plutôt que sur demande expresse.

- 25) que le Service fasse une estimation de ses besoins en traduction pour l'avenir immédiat en tenant compte des recommandations de ce rapport, ainsi que de ses besoins à long terme, pour permettre à la section de traduction du ministère des Transports de s'équiper en fonction de ces besoins;
- 26) que soit dressé immédiatement un inventaire des postes, désignant ceux qui entraînent pour leurs titulaires des contacts avec le public ainsi que l'endroit où ces postes sont situés et que cet inventaire soit tenu par l'administration centrale;
- 27) que des dossiers de personnel, comportant l'indication des connaissances linguistiques des employés, soient constitués et tenus à jour par l'administration centrale;
- 28) que des priorités soient établies en fonction des régions qui ont le plus besoin de personnel bilingue;
- 29) que l'on étudie sérieusement la possibilité de recruter plus de bilingues et de francophones unilingues, afin de pouvoir servir le public dans les deux langues officielles;
- 30) que des instructeurs techniques francophones soient affectés à l'École des Services de l'Air et à l'École de Formation aérologique ainsi qu'à tous les autres programmes de formation de techniciens et de professionnels, afin d'attirer des francophones unilingues dans le Service;
- 31) que des cours de langues française et anglaise soient intégrés, selon les besoins, à la formation, en cours d'emploi, des recrues des catégories professionnelle et technique;
- 32) que le personnel technique et de soutien bilingue soit recruté au niveau régional pour affectation dans la région, et à l'échelle nationale lorsque le recrutement régional ne procure pas un nombre suffisant de recrues bilingues;
- 33) que des unilingues soient recrutés et qu'ils reçoivent une formation linguistique lorsqu'il n'est pas possible de transférer du personnel de soutien d'une région à l'autre;
- 34) que les bureaux météorologiques principaux soient pourvus d'un personnel bilingue suffisant pour fournir au public des services bilingues 24 heures sur 24;
- 35) que des francophones unilingues soient recrutés pour affectation dans certains bureaux au Québec, afin que les bilingues qui y occupent actuellement des postes puissent être mutés dans des localités qui manquent de personnel bilingue;
- 36) que les unités de langue française soient utilisées comme source de bilingues et comme un moyen de faciliter le recrutement de francophones unilingues et l'avancement dans la carrière;
- 37) que les techniciens et les professionnels puissent se faire affecter d'une région à l'autre afin de pouvoir contribuer à leur avancement dans la carrière grâce à la possibilité de travailler dans les deux langues;
- 38) que l'administration centrale, avec la collaboration du coordonnateur du bilinguisme du Service, prenne la responsabilité de définir des priorités auxquelles se réfèreraient les cadres régionaux pour sélectionner le personnel des régions appelé à suivre des cours de langues, en tenant compte

- 13) que le Service adopte une politique et donne des directives pour qu'à l'avenir, toutes les expositions et tous les objets exposés soient accompagnés d'étiquettes ou de textes explicatifs dans les deux langues officielles;
- 14) que l'administration centrale du S. E. A. fasse le nécessaire pour que les étiquettes et textes explicatifs de ses expositions permanentes soient bilingues avant le 1<sup>er</sup> juin 1972;
- 15) qu'un effort soit fait pour que le public, à l'exposition du Service au Centre des Sciences de l'Ontario, soit servi également dans les deux langues officielles;
- 16) que les visites des bureaux météorologiques soient organisées de façon à servir autant que possible les francophones et les anglophones dans leur langue, s'il y a lieu;
- 17) que l'administration centrale du S. E. A. fasse distribuer du matériel éducatif et des films en français aux bureaux météorologiques principaux et locaux partout où se trouvent, au Canada, des concentrations de population francophone;
- 18) qu'étant donné l'existence dans toutes les régions de populations et d'organes d'information anglophones et francophones, les bureaux météorologiques principaux (B.M.1) de Vancouver, Edmonton, Winnipeg, Toronto, Montréal et Halifax publient dans les deux langues officielles les prévisions générales, synopses et autres informations météorologiques connexes, destinées au public;
- 19) que, lorsqu'on donne oralement, par téléphone ou par tout autre moyen, des informations météorologiques, on dispose d'un potentiel bilingue pendant toutes les heures de travail dans la région de la capitale nationale, dans tous les districts bilingues éventuels et dans toutes les localités où existe une minorité importante parlant l'une des langues officielles;
- 20) que les prévisions, les synopses et autres informations météorologiques connexes destinées à la marine et publiées par le bureau météorologique de Halifax (B.M.1) soient dans les deux langues officielles;
- 21) que les prévisions et les synopses pour les Grands Lacs et la voie maritime du Saint-Laurent soient publiées dans les deux langues officielles chaque fois qu'elles sont transmises en clair;
- 22) que, partout où des prévisions et des bulletins spécialisés destinés à ceux qui s'occupent de l'agriculture, de la protection des forêts, du déblayage de la neige, de l'expédition de gaz naturel et autres, sont transmis en clair ou oralement, ces prévisions et bulletins le soient dans la ou les langues des organismes et des organes d'information qui les reçoivent;
- 23) que des mesures soient prises pour que les services de consultation soient assurés dans les deux langues officielles en premier aux niveaux de l'administration centrale et de la région de Québec, et aussi à celui des bureaux météorologiques principaux des régions où l'on pourrait éventuellement demander des consultations dans la langue officielle minoritaire, dès que ces bureaux auront à leur service un météorologue bilingue;
- 24) que les hauts fonctionnaires du Service négocient avec le Bureau des traductions pour établir un système qui permettra à tous les bureaux météorologiques principaux d'avoir accès à des services de traduction 24 heures sur 24;

Au total, le Commissaire a formulé 45 recommandations portant sur toute la gamme des services offerts au public, notamment la signalisation, les relations publiques, les prévisions, la traduction et le personnel. Dans les seize recommandations traitant des employés, le Commissaire a souligné combien il était nécessaire de développer les cours de langues et des cours techniques en français pendant le travail, et de créer des unités de langue française pour les besoins du recrutement et pour le maintien des connaissances ainsi acquises.

Le Commissaire a recommandé :

- 1) que soit dressé un inventaire de tous les panneaux identifiant les locaux du S. E. A. au Canada afin de déterminer ceux qui nécessitent une modification, soit en raison de l'absence d'une des langues officielles, soit parce qu'un texte est incomplet ou moins lisible dans une langue, ou encore incorrect, grammaticalement ou d'une autre manière;
- 2) que le Service consulte les autres ministères du gouvernement fédéral afin de déterminer si ce sont eux ou le Service qui ont la responsabilité de rendre les panneaux bilingues;
- 3) que le Service insiste auprès des autres ministères pour que les panneaux relevant de leur compétence qui identifient les locaux du S. E. A. soient rendus bilingues avant le 1<sup>er</sup> septembre 1972;
- 4) que le Service s'assure que tous les directeurs régionaux reçoivent des directives sur la modification des textes unilingues ou incorrects, afin que tous les panneaux soient bilingues avant le 1<sup>er</sup> septembre 1972;
- 5) qu'une directive, demandant qu'à l'avenir tous les panneaux soient préparés conformément aux recommandations ci-dessus, soit adressée aux directeurs régionaux;
- 6) que le Service dresse et tienne à jour un inventaire des publications, formules, manuels, cartes et autres documents actuellement mis à la disposition du personnel et du public par l'administration centrale ou les bureaux régionaux;
- 7) qu'un ordre de priorité soit établi en vue de la traduction de toutes les publications ci-dessus qui ne sont disponibles que dans une seule langue;
- 8) qu'à l'avenir, toutes les publications soient automatiquement publiées dans les deux langues, en un seul volume bilingue dans la mesure du possible;
- 9) que le journal interne, le « Zéphyr », soit publié entièrement dans les deux langues officielles;
- 10) que les formules, cartes météorologiques, manuels et directives unilingues publiés par l'administration centrale ou par les bureaux régionaux soient tous soumis à la traduction d'ici le 1<sup>er</sup> juillet 1972;
- 11) que le Service s'assure que tous les communiqués de presse émis par l'administration centrale ou par les bureaux régionaux soient dans les deux langues officielles;
- 12) que, dans les régions où les organes d'information et la population locale sont en majorité anglophones, on fasse un effort particulier pour contacter les organes d'information francophones lors de la diffusion de communiqués de presse;

33) que tout le personnel au sol et le personnel d'équipage ayant directement affaire au public prennent l'initiative nécessaire pour servir le public dans les deux langues officielles quand la loi l'exige plutôt que de ne répondre qu'aux requêtes ou aux plaintes;

34) qu'en mettant en œuvre les recommandations précédentes, Air Canada entretienne des relations étroites avec les syndicats, surtout l'Association canadienne des employés du transport aérien (CALFA), l'Association canadienne du personnel du service des avions (CALPA), l'Association des pilotes de ligne du Canada (CALPA) et l'Association internationale des machinistes et des travailleurs de l'aérospatiale (IAMAW).

k) *Ministère de l'Environnement — Direction du Service de l'environnement atmosphérique*

En janvier 1972, le Bureau a lancé une étude visant à évaluer les efforts déployés par le bureau central de la Direction du S. E. A. pour se conformer à la Loi sur les langues officielles. L'examen des opérations de cette Direction avait pour but d'établir quels étaient les meilleurs moyens à prendre pour fournir au public des services dans les deux langues officielles.

L'équipe de recherche a eu, du 31 janvier au 4 février 1972, une série de dix entretiens avec les responsables du bureau central, à Toronto, et c'est à la fin de mars 1972 que le Commissaire a présenté à la Direction les conclusions de l'étude, assorties de ses recommandations.

Les activités de la Direction de l'environnement atmosphérique englobent la recherche, la consultation, les prévisions et la transmission au public de bulletins météorologiques et de données climatiques. Elles s'adressent d'une part à un grand public, aux voyageurs comme aux sédentaires, et en fait à tous ceux qui ont besoin de renseignements météorologiques dans l'accomplissement de leurs fonctions ou pour leurs loisirs, et d'autre part à un public spécialisé comprenant les organes d'information, l'industrie, et des ministères provinciaux et fédéraux. Un trait essentiel de ce service, c'est qu'il lui faut assurer, 24 heures sur 24, une permanence dans les bureaux météorologiques afin de recueillir et de transmettre des renseignements à toute heure. Les fonctions de la Direction se compliquent du fait qu'en plus, elle doit diffuser cette information dans les deux langues officielles partout au Canada. L'équipe de recherche a pu constater que le S. E. A., pour préparer et transmettre les données météorologiques, a recours à des méthodes très perfectionnées de télécommunications. Le Bureau a donc recommandé une utilisation plus efficace du réseau de télécommunications actuel, afin que non seulement les objectifs de la Direction soient atteints, mais encore qu'ils le soient conformément aux exigences de la Loi sur les langues officielles.

bureau afin de servir le public d'une façon satisfaisante dans les deux langues officielles; et

(b) le nombre d'employés bilingues faisant partie de l'ensemble des effectifs et le nombre par base et bureau de ceux qui sont vraiment capables d'assurer ce service; et

(c) le nombre d'employés bilingues possédant des connaissances suffisantes pour l'ensemble des effectifs et par base et bureau, qui doit être obtenu soit par l'embauche soit par la formation linguistique ou la combinaison des deux afin de rattraper, dans le plus court délai possible, l'écart entre (a) et (b);

#### *Personnel navigant de service*

(28) que dorénavant, à titre de nouvelle mesure visant à l'obtention d'un service bilingue satisfaisant sur tous les vols, tout le nouveau personnel navigant de service ait, sur affectation, une certaine compétence dans les deux langues officielles de façon à pouvoir servir les voyageurs convenablement dans l'une et l'autre, et qu'il possède cette compétence au moment de son engagement ou l'acquière par l'entremise de la compagnie dans les 18 mois qui suivent;

#### *Personnel au sol*

(29) que soit déterminé en priorité, afin de répondre aux exigences de la Loi sur les langues officielles, le nombre exact d'employés bilingues nécessaires partout au Canada et ailleurs pour les postes au sol qui entraîneront le contact avec le public; que l'on détermine de même le nombre d'employés bilingues actuels au sein de la Société et leur capacité linguistique; qu'un plan soit dressé afin de réunir pour 1974 les deux éléments mentionnés ci-dessus; qu'on déploie tous les efforts possibles en vue de recruter des employés bilingues et qu'on mette au point un certain mécanisme de centralisation afin que les régions et les districts aient accès à toutes les ressources disponibles;

(30) que le personnel au sol ayant des contacts directs avec le public puissent recevoir une formation linguistique soit au sein de la Société soit à l'extérieur de façon à pouvoir atteindre l'objectif fixé pour 1974, soit pendant les heures de travail et aux frais de la Société, soit après les heures de travail moyennant une formule d'encouragement convenable, soit après tout arrangement combinant les deux possibilités;

#### *Service et information téléphoniques*

(31) que dans tous les bureaux qui ont affaire aux voyageurs et à un public local d'expression française et anglaise, on réponde au téléphone et on identifie le bureau dans les deux langues officielles, accordant la priorité au français et à l'anglais dans les autres provinces;

(32) que dans les bureaux mentionnés ci-dessus, quand on exige, au téléphone, des renseignements plus complets que ce qui est prévu dans la recommandation précédente, la personne qui répond, si elle est bilingue, parle la langue de l'interlocuteur; sinon, elle doit connaître les expressions nécessaires dans l'autre langue officielle pour entretenir l'interlocuteur jusqu'à ce que quelqu'un puisse répondre à ce dernier dans sa propre langue [Les mêmes expressions devraient être enseignées à tout le personnel d'équipage et au personnel au sol directement en contact avec le public];

anglais. La Société devrait étudier des techniques afin de diminuer tout retard inégal, y compris celle qu'utilise la Direction des relations publiques pour transmettre le texte et la traduction au moyen d'un télex plutôt que du courrier régulier, tout en y ajoutant un certain code visant à indiquer les accents en français en vue de venir en aide aux destinataires unilingues anglais];

## *Relations publiques*

20) que le siège social de la Société prenne toutes les mesures nécessaires afin d'assurer

(a) que l'image bilingue de la société Air Canada en tant qu'institution fédérale soit mise en œuvre; et

(b) que tous les documents en matière de relations publiques à l'usage des régions du Canada soient rédigés dans les deux langues officielles où il existe des moyens d'information dans les deux langues afin de permettre aux deux groupes linguistiques de recevoir la même information;

21) que toutes les cartes de visite remises au public voyageur ou à un public local se composent de groupes utilisant les deux langues officielles soient rendues bilingues sur un côté ou sur les deux avant la fin de l'exercice financier de la Société;

## *Autres imprimés*

22) qu'Air Canada prenne les mesures et les dispositions nécessaires pour rendre les devis bilingues, sauf dans les cas où il est clairement établi que la langue employée par les fournisseurs rendrait la traduction superflue, et que les contrats de construction et documents connexes soient rendus bilingues d'ici la fin de l'année prochaine;

## *Annonces dans les aéroports*

23) qu'on assure que, dans tous les aéroports où Air Canada fait des annonces à l'intention du public voyageur, ces annonces se fassent au moins dans les deux langues officielles tout en accordant la préférence à la langue officielle la plus répandue dans la région et à l'étranger;

24) que lorsqu'Air Canada doit appeler quelqu'un au micro, l'appel se fasse dans la langue précisée par le demandeur, sinon, au moins dans les deux langues officielles;

## *Annonces en cours de vol*

25) qu'Air Canada s'assure par tous les moyens dont elle dispose que le personnel de tous les vols puisse faire les annonces en cours de vol de façon satisfaisante dans les deux langues officielles, que cette responsabilité repose sur une seule personne bilingue ou bien sur deux ou plusieurs dont les connaissances réunies se complètent;

26) que, pour aider à rendre le caractère bilingue de cette compagnie de transport nationale et pour satisfaire au maximum ses clients, on encourage les commissaires de bord à mieux promouvoir le caractère bilingue d'Air Canada aux yeux du public voyageur;

## *Personnel en général*

27) que la compagnie établisse :

(a) le nombre d'employés bilingues et le niveau de connaissance de la langue seconde requis dans l'ensemble ainsi que pour chaque base et

19) que l'on assure un service de traduction approprié dans les deux langues officielles à l'intention du public par le truchement d'un service intérieur ou extérieur, ou la combinaison des deux, et qu'on n'exige pas directement ou indirectement que le personnel de soutien en général ou les fonctionnaires francophones fassent la traduction en sus de leur tâche normale [Conformément à l'égalité de statut, toute la planification dans ce domaine devrait comprendre les éléments de la qualité de la langue et le retard comparatif apporté dans la réponse au courrier en français et en

#### *Courrier*

18) que les enseignes et les inscriptions de la société Air Canada visant à informer ou à diriger le public deviennent entièrement bilingues d'ici la fin de son exercice financier en cours;

#### *Signalisation*

17) qu'en vertu des articles 2, 9 et 10 de la Loi, la publicité visant à promouvoir les ventes dans les moyens d'information autres que les publications fasse ressortir les principes exposés dans la recommandation 16);

16) que la publicité visant à promouvoir les ventes soit faite dans les deux langues officielles conformément aux exigences de l'article 7 de la Loi et que la société Air Canada consulte la Division du programme de diffusion du symbole fédéral d'information Canada en vue de mettre en application les dispositions de l'article 7 dans tout le Canada;

#### *Publicité*

15) que tous les timbres utilisés en vue d'oblitérer, de valider ou d'annuler les formules à l'usage public, soient rédigés, dans les prochains six mois, soit dans les deux langues officielles, soit en remplaçant les mots par des symboles;

#### *Formules*

14) que les quelques formules à l'usage public de la société Air Canada, qui sont encore unilingues, deviennent bilingues dans les prochains six mois; 13) qu'un haut fonctionnaire au niveau de la région et/ou du district soit chargé de la tâche primordiale d'assurer la mise en application de la Loi sur les langues officielles pour que, par son intermédiaire, le Comité du bilinguisme puisse, directement ou indirectement, obtenir des résultats en temps voulu;

#### *Contrôle*

12) que, en plus des programmes de formation linguistique, la Société organise des programmes de perfectionnement afin de protéger son investissement en maintenant les connaissances acquises;

11) que les employés qui se disent bilingues subissent un examen objectif dont les résultats seront conservés dans un dossier personnel central, ce qui fournira les renseignements de base essentiels à la planification et à la révision continues des exigences en main-d'œuvre du réseau au Canada et ailleurs;

10) qu'Air Canada offre cette formation linguistique dans les conditions les plus favorables aux meilleurs résultats, que ce soit au moyen des cours suivis pendant les heures de travail, aux frais de la Société, ou de cours suivis après les heures de travail auxquels s'attachent des stimulants efficaces, ou de toute combinaison de ces conditions;

*Généralités*

1) que, en attendant qu'elle proclame une politique et des méthodes de bilinguisme d'une façon plus officielle, la Société, par sa Direction du secrétariat et celle des services aux clients, mette en œuvre les recommandations du présent rapport;

2) qu'Air Canada fasse tous les efforts voulus, en particulier par des programmes d'information internes et externes plus complets, pour développer des attitudes et créer un environnement propices à l'observation active, méthodique et entière de la Loi sur les langues officielles;

3) que la Société mette en tête de liste de ses objectifs celui de respecter les exigences de la Loi sur les langues officielles dans tout son réseau au Canada et ailleurs;

4) que la Société, en se reconnaissant comme compagnie aérienne nationale et internationale du Canada, admette l'existence d'une demande globale et régulière de services bilingues pour le public voyageur dans tout son réseau, au Canada et ailleurs, et qu'elle accepte par conséquent comme un objectif permanent le fait de fournir de tels services dans tout son réseau. [Toutes les mesures actuelles et futures qu'elle prendra pour fournir des services bilingues à ce public, elle doit les considérer et les juger comme des étapes en vue d'atteindre cet objectif];

*Affectation du personnel*

5) que des mesures soient prises immédiatement, notamment d'offrir des stimulants, en vue d'augmenter au maximum le nombre d'employés bilingues désireux d'occuper les postes comportant des contacts avec le public et après à les remplir dans les endroits où le bilinguisme est nécessaire;

6) que toutes les mesures possibles soient prises en vue d'assurer qu'aucun vol ne s'effectue sans le personnel bilingue nécessaire. [Dans l'attente d'une solution permanente, la société Air Canada devrait étudier les possibilités d'adopter des mesures permettant de remédier à la situation, notamment d'offrir des stimulants, de remplacer les hôtesse unilingues par des hôtesse bilingues lorsque le personnel bilingue n'est pas suffisant, ou d'autres moyens provisoires];

*Recrutement*

7) que toutes les sources possibles de recrutement de personnel bilingue répondant aux exigences nécessaires pour servir les voyageurs et le reste du public, d'après la Loi sur les langues officielles, soient explorées afin d'augmenter au maximum le recrutement de bilingues entrant au service de la Société et que là où le recrutement local empêche d'atteindre cet objectif, les limites de la localité soient, au besoin, dépassées;

*Formation linguistique*

8) que des cours de langues intensifs et plus considérables, anglais et français, soient mis à la disposition des employés en contact avec le public de façon à ce qu'on puisse, au Canada, satisfaire le plus tôt possible, aux exigences de la Société en matière de bilingues;

9) qu'Air Canada fasse appel à tous les services de formation linguistique disponibles et réputés offerts par des entreprises publiques ou privées au Canada;

Son passé d'institution surtout anglophone n'a pas facilité la tâche d'Air Canada, lorsqu'il s'est agi de rejeter des attitudes et des pratiques traditionnelles contraires à l'esprit de la Loi sur les langues officielles et à l'intention du législateur. Il lui fallait obtenir la coopération et la participation active de ses employés à la réalisation de son programme de bilinguisme. Il fallait aussi absolument créer un mécanisme de contrôle afin de s'assurer que les orientations et directives du siège soient mises en œuvre par l'organisme tout entier.

En 1970, par suite d'une vaste réorganisation entreprise au sein de la Société pour accroître l'efficacité et abaisser les coûts, le programme de bilinguisme amorcé partiellement en 1969 est resté au point mort. Le ralentissement économique qui s'est fait sentir à l'échelle nationale en 1970 a obligé la Société à réduire ses effectifs, d'où le départ de nombreux bilingues insuffisamment anciens. Ce programme d'austérité a également freiné le recrutement du personnel au sol et du personnel navigant. Les exigences pour le recrutement d'une hôtesses de l'air semblent en effet très sévères, et elles le sont encore davantage lorsqu'on y ajoute celle du bilinguisme.

La Société a vu ses bonnes intentions et ses efforts contrariés par l'absence d'un objectif nettement défini et d'un plan d'ensemble pour assurer des services bilingues automatiques dans tout le Canada et à l'étranger. C'est ainsi que des employés possédant les deux langues étaient affectés à certaines fonctions où des unilingues pouvaient faire l'affaire, que la Société recherchait des bilingues surtout au Québec et délaissait quelque peu toutes les autres sources de recrutement de bilingues, de même que les établissements délivrant des diplômes d'enseignement bilingue. Les pressions exercées par différents secteurs au Canada et à l'étranger en faveur du recrutement local ont fait échec aux efforts déployés par la Société pour assurer des services bilingues satisfaisants.

L'affectation du personnel bilingue selon les besoins réels a été entravée, au dire de l'administration, par la répugnance de certains employés à la mobilité, par leurs droits d'ancienneté et de priorité dans les demandes d'affectation des postes, enfin par les restrictions qu'imposent les conventions conclues avec les syndicats. Ceux qui étaient en mesure d'accepter une mutation la refusaient parce que la Société ne leur offrait pas de compensation suffisante.

Étant donné ces difficultés, le seul moyen dont disposait Air Canada pour augmenter son personnel bilingue était de dispenser une formation linguistique aux employés unilingues. Or, l'importance des cours de langues mis sur pied depuis plusieurs années et les méthodes d'enseignement utilisées étaient loin de correspondre aux besoins de la Société; de plus, aucune mesure n'avait été prise pour assurer le maintien de l'acquis.

passage, et parce que le Commissaire avait reçu un certain nombre de plaintes accusant le ministère de ne pas se conformer aux dispositions de la Loi sur les langues officielles.

L'enquête a essentiellement porté sur l'administration centrale du ministère, envisagée comme l'autorité suprême chargée d'établir et de formuler les orientations et programmes relatifs à la prestation de services dans les deux langues officielles. Comme les sections Douanes et Accise exercent des activités différentes et n'ont pas le même genre de rapports avec le public, nous les avons examinées séparément.

Outre les quelque vingt entretiens avec des responsables en poste à l'administration centrale du ministère, l'équipe a eu des entrevues, à Ottawa, avec les six directeurs régionaux de la Direction des opérations douanières.

À la fin de l'année financière, l'équipe travaillait à l'analyse des renseignements obtenus à Ottawa.

### *1) Air Canada — Direction nationale*

L'étude, lancée le 17 septembre 1971, témoignait elle aussi de l'intérêt constant porté aux voyageurs; elle a pris la forme d'une « vérification » de la politique appliquée par Air Canada en matière de bilinguisme à travers l'examen du programme spécifique conçu et mis en œuvre par la direction nationale à Montréal. Cet examen, en un certain sens, était la suite naturelle de nos entretiens avec les représentants de la Société au sujet des mesures prises après l'étude spéciale de l'aéroport international d'Ottawa et conséquemment aux recommandations formulées par le Commissaire à la suite des inspections menées par le Service des plaintes.

L'équipe a recueilli les données nécessaires à cette étude du 9 au 25 février 1971, grâce à des entrevues, des questionnaires et des appels téléphoniques. Sur la foi des conclusions de l'étude, le Commissaire a adressé 33 recommandations à la Société.

L'équipe de recherche a constaté qu'Air Canada travaillait activement à la mise en œuvre des programmes de bilinguisme, même si ses efforts et réalisations étaient plus visibles au Québec qu'ailleurs. En fait, la Société a très bien réussi à bilinguiser sa signalisation, ses formules et ses publications, mais pour se conformer pleinement à la Loi, il lui fallait encore corriger certaines imperfections dans des secteurs comme les spécifications d'achats, les annonces et autres communications verbales, la publicité et les programmes de relations publiques, ainsi que la correspondance. Les principales lacunes, toutefois, on les découvrait dans les projets, méthodes et activités de la compagnie quant à l'augmentation et à l'affectation des ressources humaines nécessaires pour assurer les services dans les deux langues officielles partout au Canada et à l'étranger.

En mars 1972, la Société a fait savoir qu'elle faisait le nécessaire pour mettre en œuvre toutes les recommandations. Faute de crédits suffisants, on prévoit que la recommandation n° 5 entrera en vigueur le 1<sup>er</sup> juillet 1973, au lieu de septembre 1972, comme il avait été stipulé.

Le Commissaire a recommandé :

- 1) que la Société du crédit agricole répartisse son personnel de façon à assurer un service bilingue dans les régions ci-dessous :
- Alberta : Edmonton, Peace River, Athabasca
- Saskatchewan : North Battleford, Saskatoon, Prince Albert, Regina, Assiniboia
- Manitoba : Winnipeg, Portage la Prairie, Brandon
- Ontario : Ottawa, Cornwall, Toronto, North Bay, Chatham
- Québec : Hull, St-Jean, St-Jérôme, St-Hyacinthe, Sherbrooke, Waterloo, Valleyfield, Ste-Foy
- Maritimes : Moncton, Grand Falls;
- 2) que le conseiller en bilinguisme de la Société du crédit agricole, avec l'aide du Bureau des langues de la Commission de la fonction publique, élabore des programmes de conservation des connaissances linguistiques, qui soient axés sur les besoins particuliers de la Société;
- 3) que l'on fasse un effort pour offrir des cours de langues aux conjoints des employés inscrits aux cours de langues;
- 4) que la Société encourage et appuie la participation des employés à des cours de langues par correspondance, en sus des cours réguliers du Bureau des langues;
- 5) que toutes les affiches des bureaux de la Société du crédit agricole soient bilingues d'ici septembre 1972;
- 6) que toutes les cartes de visite des employés munis de telles cartes soient bilingues;
- 7) que l'inscription dans les annuaires téléphoniques locaux de tous les bureaux de la Société soit bilingue;
- 8) que la Société du crédit agricole publie ses annonces dans la presse de langue française et de langue anglaise; dans les publications d'intérêt agricole ou général qui paraissent en langue française; et, dans les deux langues, dans la presse unilingue desservant des régions du pays où les agriculteurs n'ont pas accès à des quotidiens publiés en langue française et en langue anglaise.

# i) *Ministère du Revenu national (Douanes et Accise)*

En janvier 1972, le Bureau du Commissaire a entrepris une étude pour établir si le ministère du Revenu national (Douanes et Accise) fournissait des services bilingues au public, et dans quelle mesure il le faisait. Cette décision a été motivée par le fait que ce ministère est fréquemment, et en de nombreux endroits, en contact avec le public, qu'il s'agisse d'administrateurs locaux ou de gens de

province à l'autre : pas un seul en Colombie-Britannique, 61 p. 100 au Québec. La Société avait pris des dispositions pour assurer, à travers le pays, des services bilingues dans un certain nombre de ses bureaux ouverts au public, mais elle se demandait s'il fallait augmenter ce nombre.

De toute évidence, la Société fait de gros efforts pour accroître sa capacité bilingue par l'enseignement des langues, en n'imposant aucune limite au nombre de ceux qui souhaitent en profiter. La Société a également instauré un programme de mutations latérales consistant à envoyer des employés anglophones au Québec et des employés franco-phones dans les régions d'expression anglaise du Canada. En revanche, à l'époque où nous menions l'enquête, la Société n'avait pas encore mis au point un programme de maintien de l'acquis.

La principale brochure publicitaire destinée aux agriculteurs présentait un texte bilingue tête-bêche. Toutes les formules mises à la disposition des clients étaient soit bilingues, sous une seule couverture, soit unilingues, françaises ou anglaises.

La Société du crédit agricole passait des annonces principalement dans des journaux et revues agricoles hebdomadaires ou mensuels, en français ou en anglais. La presse agricole en français est inexistante en dehors du Québec. Les publications agricoles en français du Québec, étant, selon elle, diffusées au Nouveau-Brunswick et dans l'Est ontarien, la Société ne fait pas de publicité dans les hebdomadaires de langue française hors du Québec. Il s'ensuit que les cultivateurs francophones des régions où ne paraissent pas de publications agricoles québécoises en français ne peuvent pas obtenir de renseignements dans leur propre langue, pas plus que ceux des régions où il n'existe aucune publication de langue française.

Les enquêteurs n'ont perçu aucune ligne de conduite bien définie quant à la signalisation en place dans les lieux occupés par la Société du crédit agricole. Faute de directives claires, il n'y avait aucune uniformité en la matière d'un bureau à l'autre, à travers le Canada. Les écrivains du siège social étaient entièrement bilingues, alors qu'ailleurs, à part quelques exceptions en Alberta, en Ontario et au Québec, ils étaient tous unilingues français ou anglais.

Le Bureau estime que, la Société du crédit agricole ayant des bureaux dans tout le Canada, elle devrait pouvoir servir son public en français et en anglais dans des régions très diverses. Il reconnaît cependant qu'il serait inutile et déraisonnable d'escamoter que la Société fournisse des services bilingues dans ses cent et quelques bureaux canadiens. Le Commissaire a donc recommandé que le personnel bilingue soit affecté dans les bureaux qui desservent des régions où existe une minorité francophone ou anglophone importante.

3) que la société Air Canada prenne immédiatement des mesures pour assurer le service aux voyageurs dans les deux langues officielles à chacun de ses quatre points de contact avec le public à l'aéroport de Heathrow durant toutes les heures d'ouverture;

4) que dans tous les bureaux d'Air Canada à Paris et à Londres, on réponde au téléphone en français et en anglais;

5) que les bureaux d'Air Canada à Paris et à Londres soient inscrits à l'annuaire téléphonique dans les deux langues officielles.

#### *h) La Société du crédit agricole*

Le président de la Société du crédit agricole a sollicité l'aide du Bureau pour la mise au point d'une méthode pratique et globale qui permette à la Société d'appliquer intégralement toutes les dispositions de la Loi qui la concernent. D'un commun accord, il a été convenu que le Bureau présenterait tout d'abord une sorte de bilan de la capacité actuelle de la Société de servir son public dans les deux langues officielles. Ce document serait complété par une analyse des problèmes bien précis auxquels se heurtait la Société pour satisfaire aux exigences de la Loi sur les langues officielles et par des recommandations quant aux moyens de les résoudre.

L'étude a démarré en septembre 1971. En octobre, l'équipe de recherche a eu seize entretiens avec des représentants de l'administration centrale et du bureau régional du district d'Ottawa. Elle a constaté que la Société était en bonne voie dans l'application de la Loi; de fait, elle a pu examiner un rapport interne sur le bilinguisme, récemment rédigé par l'organisme, et en élargir quelque peu l'objet. Les huit recommandations formulées portent sur l'affectation du personnel, les cours de langues, la signalisation, les cartes de visite, la publicité et l'inscription dans les annuaires téléphoniques.

Les activités essentielles de la Société consistent à accorder des prêts hypothécaires sur des terrains et des biens meubles. Le personnage essentiel pour les rapports avec le public, c'est le conseiller en crédit, qui étudie les demandes d'emprunts. A cette fin, il doit effectuer des visites préliminaires chez les exploitants agricoles pour y procéder à des évaluations et à des vérifications de crédit. Rares sont les autres postes au sein de la Société dont les titulaires sont en rapport avec le public; il semblerait donc indiqué de concentrer les efforts de recrutement et l'enseignement des langues sur un seul objectif : augmenter la compétence bilingue principalement chez les conseillers en crédit, d'autant plus que la plupart des bureaux locaux ne fonctionnent qu'avec un agent, sans commis ni secrétaire.

Au moment où se déroulait l'étude, la Société avait un effectif de 644 employés, dont 139, soit 21,9 p. 100, étaient déclarés bilingues. La répartition des bilingues dans les bureaux était très inégale d'une

97) que tous les insignes et les épaulettes portés sur les uniformes et destinés à renseigner le public soient bilingues;

98) que l'on affecte sans délai les fonds supplémentaires et les années-homme nécessaires à l'application de la Loi sur les langues officielles;

99) que l'on prévoie un plus grand nombre d'années-homme pour suppléer à l'effectif réel de la Direction afin de maintenir le niveau nécessaire de compétence linguistique et d'éviter le surmenage continu du personnel.

## 8) *Air Canada — Paris et Londres*

Dans le cadre d'une série d'étude sur les institutions canadiennes à l'étranger, une équipe de recherche a étudié les services que les bureaux d'*Air Canada*, à Paris comme à Londres, offrent aux voyageurs dans les deux langues officielles. En septembre 1971, l'équipe a eu des entretiens avec les représentants d'*Air Canada* dans ces deux villes, afin d'enquêter sur la langue de service, par exemple dans les écritaux, la documentation et les services du personnel.

La plupart des écritaux et inscriptions des bureaux de Paris étaient rédigés dans les deux langues, mais environ la moitié seulement des imprimés exposés au public l'étaient. Le service aux comptoirs était, lui, entièrement bilingue.

Par contre, les services bilingues offerts par les bureaux d'*Air Canada* à Londres étaient moins satisfaisants. La plupart des écritaux étaient en anglais et les imprimés ne se présentaient pas dans une proportion égale en français et en anglais. À l'aéroport de Heathrow, la Société ne fournissait pas des services de comptoir bilingues à tous les points de contact avec le public. Ni à Paris ni à Londres, les réceptionnistes ne saluaient au téléphone leurs correspondants dans les deux langues, et les renseignements donnés par les annuaires téléphoniques sur les agences étaient unilingues.

Dans ses recommandations, le Bureau a proposé que les écritaux, les inscriptions, les imprimés et les services téléphoniques fournis par les bureaux de Paris et de Londres soient entièrement bilingues. Il y a lieu de signaler tout particulièrement la recommandation demandant que toute la gamme des services d'*Air Canada*, notamment aux comptoirs, soient offerts au public de l'aéroport de Heathrow dans les deux langues officielles.

Le rapport et les recommandations ont été transmis à *Air Canada* le 14 janvier 1972. Le Commissaire a recommandé :

- 1) que toutes les affiches et inscriptions d'*Air Canada* à Paris et à Londres soient entièrement bilingues d'ici le 1<sup>er</sup> juin 1972;
- 2) que tous les imprimés d'*Air Canada* (dépliants, brochures, etc.) et toutes les autres publications fournies par les organismes fédéraux soient présentées dans les deux langues officielles d'ici le 1<sup>er</sup> juin 1972 et que, de préférence, les deux versions soient réunies sous une même couverture;

82) que la recherche d'employés bilingues soit effectuée au-delà des limites de la région de l'Atlantique si les parcs ne peuvent pas trouver suffisamment d'employés bilingues dans ces limites;

83) que l'on établisse à Louisbourg un service de traduction afin de satisfaire aux exigences particulières de ce lieu;

84) que l'on prenne les dispositions voulues pour engager à Louisbourg un professeur de langues permanent;

#### *Région de l'Ouest seulement*

85) que le bureau régional de l'Ouest tienne compte des régions d'expansion française et tente d'y recruter du personnel;

86) que l'on recrute des employés bilingues en dehors de la région de l'Ouest si la Direction des parcs ne peut y trouver suffisamment de gens bilingues;

87) que l'on essaie d'envoyer des étudiants de l'Ouest dans la région centrale et à Ottawa si l'on a embauché un grand nombre d'étudiants de l'Est pour aller travailler dans l'Ouest;

#### *CONCESSIONNAIRES*

##### *Recommandations nationales*

88) que la Direction ré-examine tous les contrats passés avec les concessionnaires afin de voir ce qui pourrait être fait pour les amener à se conformer à la Loi sur les langues officielles et que les résultats de cette analyse soient remis au Commissaire avant le 29 février 1972;

89) que la Direction aide les concessionnaires dans l'installation de panneaux bilingues assurant la sécurité du public et que ces panneaux soient installés avant le 1<sup>er</sup> juin 1972;

90) que la Direction informe tous les organismes du gouvernement fédéral, exerçant des fonctions dans les parcs, des exigences de la Loi sur les langues officielles et s'assure que les panneaux et les publications de ces organismes soient bilingues au 1<sup>er</sup> juin 1972;

#### *RECOMMANDATIONS GÉNÉRALES*

91) qu'une personne soit désignée dans chaque région pour contrôler l'exécution du programme de bilinguisme de la Direction des parcs nationaux et des lieux historiques;

92) que le ministère des Affaires indiennes et du Nord canadien réunisse en un seul document et publie à nouveau toutes les directives ministérielles traitant du bilinguisme;

93) que tous les services soient offerts automatiquement au public dans les deux langues officielles au lieu de ne l'être que sur demande;

94) que tous les parcs soient dotés de dictionnaires généraux anglais-français et français-anglais de bonne qualité;

95) que tous les parcs soient dotés de machines à écrire bilingues;

96) que toutes les décalcomanies et autres moyens d'identification utilisés pour des véhicules de la Direction soient bilingues;

73) que les coûts de formation linguistique soient assumés par la Direction des parcs nationaux et des lieux historiques plutôt que par les régions, ou que des subventions budgétaires pour la formation linguistique soient accordées indépendamment et sans préjudice du budget de formation ordinaire;

*Régions centrale et de l'Ouest seulement*

74) qu'il y ait un nombre suffisant d'employés saisonniers et occasionnels bilingues dans les postes clés par rapport au public tels que les naturalistes, les préposés à l'information, les gardiens de plages, les préposés à l'entrée et aux terrains de camping et les guides dans tous les parcs nationaux et lieux historiques, aux heures où les parcs et lieux offrent leurs services aux visiteurs;

75) que le Bureau régional, dans le but de faciliter le recrutement d'employés bilingues, prépare une liste des candidats bilingues admissibles en faisant appel à toutes les sources dans la région, et que cette liste soit communiquée aux responsables des parcs avant que soit entrepris tout embauchage d'employés occasionnels;

76) que la priorité soit donnée à la formation linguistique des employés en contact avec le public, indépendamment de leur niveau ou du genre de leur emploi;

77) que la Direction offre gratuitement à l'employé l'occasion de s'inscrire à des cours par correspondance dans l'autre langue officielle;

*Régions centrale et de l'Atlantique seulement*

78) que le Bureau régional s'efforce de trouver toutes les sources possibles de personnel bilingue permanent et occasionnel dans la région et découvre les moyens de faire connaître au maximum les possibilités d'emploi à la Direction des parcs nationaux et des lieux historiques; ceci pourrait inclure une publicité intensive aussi bien que l'envoi d'équipes de recrutement dans toutes les institutions susceptibles de préparer des candidats bilingues;

*Région centrale seulement*

79) que dans les parcs nationaux de l'Ontario, au moins deux postes permanents remplis à l'année longue le soient par des titulaires bilingues au moment du recrutement ou à l'aide de cours de langues; lorsque les parcs comptent parmi leurs employés un ou plusieurs naturalistes, l'un de ces postes permanents remplis à l'année longue devrait être occupé par un naturaliste bilingue;

*Région de l'Atlantique seulement*

80) qu'il y ait un nombre suffisant d'employés saisonniers et occasionnels bilingues dans les postes clés par rapport au public tels que les préposés à l'information et les guides dans tous les parcs nationaux et lieux historiques, aux heures où les parcs offrent leurs services aux visiteurs;

81) que la région de l'Atlantique continue, comme elle le fait actuellement, à engager des étudiants à titre temporaire pour remplir surtout les postes de guides dans les parcs historiques, de naturalistes et de préposés à l'information et qu'elle continue également à recruter dans toute la région des candidats pour ces postes;

dans leurs effectifs d'été en rapport avec le public; les programmes des naturalistes en français devraient, dans toute la mesure du possible, être prévus à heures fixes et annoncés de la même façon que les programmes présentés en langue anglaise;

62) que le deuxième naturaliste permanent prévu pour le parc de l'Île-du-Prince-Édouard soit bilingue et que, si la proposition d'affectation d'un deuxième naturaliste dans les parcs du Cap-Breton et de Fundy est acceptée, l'un des deux postes de naturaliste dans chacun des trois parcs soit réservé à un titulaire bilingue;

#### *Région de l'Ouest seulement*

63) que la Direction des parcs nationaux et des lieux historiques embauche chaque année des naturalistes saisonniers bilingues en nombre suffisant pour assurer la présence d'une personne bilingue de service dans chaque parc pendant tout le temps où des programmes et des spectacles d'interprétation sont présentés aux visiteurs anglophones;

64) que l'on essaie de prévoir des programmes d'interprétation en français; 65) que ces programmes, s'ils sont prévus à heures fixes, soient dûment annoncés dans le parc;

66) que des guides bilingues soient embauchés en nombre suffisant pour assurer le service dans les deux langues officielles lorsque le parc est ouvert au public;

#### *PERSONNEL*

#### *Recommandations nationales*

67) que, lorsque de nouveaux parcs sont ouverts, on engage, dès le début, un nombre suffisant d'employés bilingues pour remplir tous les postes de relations avec le public;

68) que dans tous les parcs, une capacité d'hébergement accrue soit mise à la disposition des employés occasionnels, hommes et femmes, en vue de faciliter l'embauchage de ce personnel en dehors du voisinage immédiat du parc;

69) que le Directeur de la Direction des langues officielles entre en pour-parlers avec la Commission de la Fonction publique concernant la mise sur pied d'un nouveau programme de formation linguistique apte à résoudre les problèmes ardues que posent les conditions qui existent dans les parcs; ceci pourrait, par exemple, se traduire par l'établissement d'un programme de formation linguistique à l'intérieur des parcs eux-mêmes;

70) que la Direction des langues officielles prépare et distribue aux employés qui suivent des cours de langues, aussi bien qu'à ceux qui les ont terminés, des dispositifs en vue du maintien de la langue acquise;

71) que la Direction, en collaboration avec les autorités locales, mette sur pied un programme permettant aux familles des employés qui le désirent d'apprendre le français;

72) que l'on étudie la possibilité d'ouvrir soit à La Mauricie, à Forillon ou à Kouchibouguac, une école, à l'intention des naturalistes, qui dispenserait une formation linguistique spécialisée et fonctionnelle;

60) que la Direction des parcs nationaux et des lieux historiques vérifie s'il est possible de faire traduire en français les deux films du musée Alexander Graham Bell et, en cas d'impossibilité, qu'elle envisage de commander à l'Office national du film un film français sur le même sujet; cela impliquerait également que l'on recherche quelles installations supplémentaires de projection seraient exigées pour assurer un service bilingue;

61) que les parcs de l'Ile-du-Prince-Édouard, de Fundy et du Cap-Breton disposent chacun de deux naturalistes bilingues qui seront au service du public dès le début de l'été 1972; cette mesure permettra à chaque parc d'assurer en français deux programmes différents en deux endroits distincts; tous les autres parcs devraient compter au moins un naturaliste bilingue

#### *Région de l'Atlantique seulement*

57) que tous les parcs nationaux fassent connaître l'existence des services d'interprétation dans les deux langues officielles et qu'ils précisent l'heure et l'endroit où ces services peuvent être obtenus;

58) que les lieux historiques fassent connaître l'existence des services de guides dans les deux langues officielles et qu'ils précisent l'heure et l'endroit où ces services peuvent être obtenus;

59) que la Direction des parcs nationaux et des lieux historiques étudie, lorsqu'il y a lieu, la possibilité, pour les lieux historiques, d'engager des guides bilingues pour les fins de semaine de la saison morte et aussi de dresser une liste de guides auxquels on pourrait faire appel pour les demandes de services bilingues qui pourraient se présenter au cours de la semaine;

le 1<sup>er</sup> juin 1972;

56) que la Direction des parcs nationaux et des lieux historiques soit en mesure d'offrir des programmes d'interprétation en français et en anglais

#### *Régions centrale et de l'Atlantique seulement*

54) que les films utilisés au cours des programmes d'interprétation soient disponibles en français et en anglais et que les Services d'interprétation à Ottawa distribuent chaque année à tous les parcs des listes de films pertinents en français et en anglais;

55) que dans les lieux historiques, les enregistrements faisant partie des programmes d'interprétation soient produits en français et en anglais et que, lorsqu'il n'est vraiment pas possible d'en faire la reproduction dans l'autre langue officielle, pour des raisons historiques ou autres, un enregistrement ou un texte semblable soit mis à la disposition du public;

#### *Recommandations nationales*

#### *SERVICES D'INTERPRÉTATION*

(c) à chaque endroit où des services bilingues sont disponibles, ceci soit porté à l'attention des visiteurs au moyen de panneaux et de documentation;

(b) l'on fournisse, aux kiosques d'information, des services bilingues durant toutes les heures d'ouverture;

— gardiens;

— préposés aux plages,

— préposés aux terrains de camping,

— préposés à l'information,

degré de l'utilisation de ces services; par exemple :

(a) l'on établit un ordre de priorité pour la répartition du personnel bilingue chargé d'assurer des services destinés aux visiteurs, en fonction du

bilingue seront limitées,

53) que dans les parcs nationaux, tant que les ressources en personnel

capacité bilingue de leur personnel;

52) que les directions des parcs assurent, sur demande, un service de conférences francophones aux écoles au fur et à mesure que s'accroîtra la

français;

51) que les parcs Beauséjour et Fundy envoient des communiqués de presse rédigés en français à *L'Évangéline* et aux autres organes d'information

certaine compétence dans les deux langues;

50) que dans les endroits où la population locale est en totalité ou en partie française, la téléphoniste ou la standardiste du parc possède une

#### *Région de l'Atlantique seulement*

bulletins soient dans les deux langues officielles;

d'émettre les bulletins météorologiques et les bulletins concernant l'état des routes affichés dans les parcs de montagne, dans le but d'assurer que ces

49) que la Direction entame des discussions avec le ministère fédéral chargé

cielles aussi souvent que possible;

48) que tous les communiqués de presse soient dans les deux langues offi-

#### *Région de l'Ouest seulement*

groupes francophones un accès égal à l'information;

47) que les responsables des parcs se renseignent sur l'existence des organes d'information de langue française dans leur secteur afin d'assurer aux

#### *Région centrale seulement*

catif à l'usage de l'enseignement;

diapositives, des enregistrements, des brochures et tout autre matériel explicatif à l'usage de l'enseignement;

les écoles elles-mêmes; cet équipement pourrait inclure des films, des préparés, dans les deux langues, de l'équipement dont pourraient se servir

activités semblables, ou qu'il peut y en avoir une de la part d'écoles, on que, lorsqu'il y a une demande de causeries, de conférences ou d'autres

d'un répertoire de textes à utiliser;

ceci pourrait prendre la forme d'une liste de conférenciers disponibles et système permettant de répondre aux demandes de conférences en français;

45) que dans les parcs nationaux et les lieux historiques, on établisse un

#### *Régions centrales et de l'Atlantique seulement*

deux langues;

(d) lorsqu'il n'existe qu'un seul point de service, le service pendant les heures d'ouverture soit assuré par un personnel ayant compétence dans les

porté à l'attention des visiteurs au moyen de panneaux et de documentation; (c) à chaque endroit où des services bilingues sont disponibles, ceci soit

cations et voie quelles améliorations pourraient y être apportées afin qu'à l'avenir les deux éditions française et anglaise des publications soient toujours à la disposition du public;

#### *Région de l'Ouest seulement*

37) qu'à l'entrée des parcs, ne soient distribuées que des publications bilingues afin d'éviter des problèmes se rapportant à la constatation de la langue préférée et à la distribution selon cette constatation;

#### *SERVICES D'ACCUEIL*

#### *Recommandations nationales*

38) qu'on observe la politique ministérielle qui consiste à répondre à la correspondance dans la langue du correspondant et qu'on fasse tout ce qui est possible pour réduire à un strict minimum les retards à répondre dans la langue officielle de la minorité;

39) que la Direction des parcs nationaux et lieux historiques se mette en rapport avec l'Agence des télécommunications gouvernementales du ministère des Communications pour lui demander son aide en vue d'insérer dans que possible dans les annuaires téléphoniques locaux appropriés des inscriptions bilingues pour chaque parc, ainsi que pour le Bureau régional;

40) que toutes les formules, c'est-à-dire les autorisations, permis, timbres, à l'usage des visiteurs, soient bilingues au 1<sup>er</sup> juin 1972;

41) que tout le personnel qui se sert de cartes de visite dispose le 1<sup>er</sup> juin 1972 de cartes où les deux langues officielles seront utilisées sur la même carte;

42) que, lorsqu'il est difficile pour les gardiens de plage de donner des services bilingues, des affiches d'information et des appareils avertisseurs appropriés soient disponibles afin que les renseignements utiles soient transmis au public dans les deux langues officielles, de telles affiches et de tels appareils, présents et futurs, devant tous être bilingues;

43) que, lorsqu'on dispose de gardes bilingues, on les place aux endroits où ils ont le plus de chance d'entrer en contact avec le public;

#### *Régions centrales et de l'Ouest seulement*

44) que, tant que les ressources en personnel bilingue seront limitées,

(a) l'on établisse un ordre de priorité pour la répartition du personnel bilingue chargé d'assurer des services aux visiteurs, en fonction du degré d'utilisation de ces services; par exemple :

— préposés à l'information,

— préposés aux terrains de camping,

— préposés aux plages,

— préposés aux portes d'entrée,

— préposés aux courts de tennis,

— préposés aux jeux de quilles sur le gazon;

(b) des unités bilingues soient désignées et constituées lorsqu'il existe une quantité de points où est offert un service particulier et qu'il soit fait état de ces unités dans la signalisation et dans la documentation;

36) que dans le but d'éviter tout problème de distribution ou d'approvisionnement, la Direction examine son système actuel d'inventaire de publi-

35) que le Bureau régional soit chargé de coordonner la mise au point de tous les calendriers de programmes d'interprétation de ses parcs afin de pouvoir faire face aux changements de dernière heure et d'assurer leur publication à la date prévue dans les deux langues officielles;

34) que, lorsque des livres et des publications ne provenant pas du gouvernement fédéral sont offerts au public, ils soient étalés dans les deux langues officielles, et que, s'ils n'existent pas dans les deux langues, ils soient mis à part et qu'on indique clairement qu'il ne s'agit pas là de publications du

33) que, lorsque d'autres publications du gouvernement fédéral sont étalées, elles le soient dans les deux langues officielles toutes les fois que ce sera possible; à défaut de quoi, la Direction doit s'adresser aux ministères ou aux organismes fédéraux en cause pour voir s'il est possible d'obtenir des exemplaires bilingues; sinon, la Direction doit encourager ces ministères ou organismes à faire traduire dans l'une ou l'autre langue leurs publications unilingues;

32) que, lorsque la production des publications bilingues sous une seule couverture n'est pas possible, les deux versions française et anglaise soient étalées tout en accordant une importance égale à chacune;

31) que, pour éviter des problèmes de distribution et d'étalage, la Direction envisage désormais la production de ces documents sous une seule couverture si possible, plutôt qu'en des versions française et anglaise distinctes;

30) que tous les documents distribués gratuitement par la Direction des parcs nationaux et des lieux historiques pour l'information du public soient fournis dans les deux langues officielles d'ici le 1<sup>er</sup> juin 1972;

29) que, lorsqu'on pose des panneaux bilingues, on accorde la priorité à l'anglais, c'est-à-dire que le texte anglais figure à gauche et le texte français à droite ou bien l'anglais en haut et le français en bas;

## *Recommandations nationales*

### *PUBLICATIONS*

28) que l'on s'occupe immédiatement de rendre bilingues les panneaux intérieurs;

27) que la signalisation de tous les sentiers de la nature soit rendue bilingue ou que les sentiers soient pourvus de numéros et non de panneaux, dont la signification serait exposée dans des brochures ou dépliants mis à la disposition des visiteurs; dans ce dernier cas, s'il restait encore des panneaux, ceux-ci devraient être rendus bilingues;

26) que les panneaux d'interprétation soient, à l'endroit où ils sont prodits, assujettis aux mêmes exigences de qualité que celles recommandées pour les panneaux de signalisation, de renseignements et de réglementation; que la signalisation de tous les sentiers de la nature soit rendue bilingue ou que les sentiers soient pourvus de numéros et non de panneaux, dont la signification serait exposée dans des brochures ou dépliants mis à la disposition des visiteurs; dans ce dernier cas, s'il restait encore des panneaux, ceux-ci devraient être rendus bilingues;

25) que cet inventaire soit tenu à jour en y ajoutant le texte de tous les nouveaux panneaux d'interprétation;

24) que dans un premier temps, le surintendant ou le naturaliste en chef du parc dresse l'inventaire complet de tous les textes d'interprétation, panneaux et panneaux qui devront être bilingues pour le 1<sup>er</sup> juin 1972;

- 10) qu'un fonctionnaire compétent, faisant partie du personnel des parcs et travaillant à l'endroit où les panneaux sont produits, soit chargé de la correction d'épreuves des textes de panneaux en vue d'assurer la reproduction fidèle de la traduction officielle;
- 11) que le Bureau des traductions fournisse les règles relatives à l'usage des traits d'union dans les textes Français;
- 12) que les demandes de traduction soient accompagnées d'une note explicative spécifiant le contexte dans lequel le panneau sera utilisé;
- 13) que l'on mette au point un code qui servirait à incorporer les accents en Français dans le Télec;
- 14) qu'un manuel bilingue des panneaux de direction et d'information couramment employé soit compilé et tenu à jour par le Bureau régional et qu'une copie soit distribuée à chaque surintendant;
- 15) que le ministère des Affaires indiennes et du Nord canadien communique avec le Bureau des traductions du Secrétariat d'Etat pour organiser un service de traduction par contrat dans la région;
- 16) que l'on utilise autant que possible les signaux symbolisés et qu'une brochure bilingue soit distribuée au public, expliquant le sens de chaque symbole;
- Régions centrale et de l'Ouest seulement*
- 17) que les peintres et autres personnes chargés de l'exécution des panneaux reçoivent une formation linguistique rapide orientée vers la lecture et l'orthographe;
- 18) que, en attendant qu'un service de traduction soit disponible dans la région, le service de traduction du ministère à Ottawa soit tenu de donner la priorité aux panneaux se rapportant à la sécurité des visiteurs ou à des avertissements d'urgence afin qu'ils soient prêts plus rapidement;
- Régions centrale et de l'Atlantique seulement*
- 19) que toute nouvelle signalisation soit bilingue dès son installation (sauf lorsqu'il est impossible d'obtenir rapidement une traduction et qu'il y a effectivement urgence);
- Région de l'Atlantique seulement*
- 20) que tous les panneaux des sentiers de la nature soient rédigés dans les deux langues officielles et que, lorsque la signalisation des sentiers est soit remplacée, soit complétée par des brochures explicatives, ces brochures soient bilingues;
- Région de l'Ouest seulement*
- 21) que la Direction établisse un ordre de priorité pour traduire les panneaux d'urgence;
- 22) que, dans le but d'empêcher toute confusion relativement à l'indication des terrains de camping, chaque emplacement soit désigné par des chiffres plutôt que par des lettres;
- 23) que les noms donnés aux voies publiques, par exemple, « Upper Hot Springs », demeurent sans changement, mais que la nature de la voie fasse l'objet d'une traduction, par exemple « Chemin Taylor Road »;

- Recommandations nationales*
- 2) que dans les limites du parc, toute la signalisation externe et interne soit bilingue avant le 1<sup>er</sup> juin 1972;
  - 3) que, lorsque le programme relatif à la signalisation bilingue aura atteint son terme, on effectue au bureau régional un relevé méthodique afin de s'assurer
  - (a) qu'il n'existe plus de panneaux unilingues;
  - (b) que les textes sont précis et corrects dans les deux langues;
  - (c) que les deux langues officielles jouissent partout d'une importance égale;
  - 4) que toutes les étiquettes et les descriptions qui se trouvent dans les musées ou qui font partie d'autres étalages d'interprétation et qui ne sont pas déjà bilingues, le soient avant le 1<sup>er</sup> juin 1972;
  - 5) que les Services d'interprétation à Ottawa s'assurent que le choix des couleurs pour les textes destinés à l'interprétation soient de nature à rendre également lisibles les textes français et anglais;
  - 6) que tous les textes français défectueux soient corrigés aussitôt que possible, mais pas plus tard que le 1<sup>er</sup> juin 1973;
  - 7) que le Bureau régional demande à tous les surintendants de présenter des textes pour les panneaux temporaires et ceux d'urgence dont on pourrait avoir besoin dans le but de préparer et distribuer dans toute la région les textes appropriés et les traductions avant que le besoin ne se présente;
  - 8) que la Direction des parcs nationaux et des lieux historiques entreprenne des pourparlers avec les gouvernements provinciaux afin d'obtenir la permission de remplacer par des panneaux bilingues les panneaux routiers unilingues actuels aux abords des parcs;
  - 9) que dans un délai de trois mois après avoir obtenu cette permission, chaque parc rende bilingues ses panneaux routiers;

## SIGNALISATION

- 1) qu'on accélère l'exécution du programme visant à rendre bilingues toutes les plaques commémoratives de façon qu'il soit terminé au mois de juin 1975, et qu'on fournisse les fonds supplémentaires nécessaires pour respecter cette date limite;

## PLAQUES COMMÉMORATIVES

Le Commissaire a recommandé :

Avant la fin de l'année financière, le ministre, maintenant en cela l'excellente collaboration apportée au Bureau au cours de l'étude, avait rapidement agi pour inscrire les recommandations dans la réalité administrative. La Direction a nommé un agent chargé de mettre au point un programme administratif détaillé et d'évaluer les moyens nécessaires à son application. C'est sur son rapport que s'appuie la Direction pour demander les crédits qui seront affectés à son programme de bilinguisme pour l'année financière 1972-1973.

camping, sur les courts de tennis, dans les piscines et aux entrées. Re-crutés sur place, ils sont unilingues, à l'exception de ceux qui sont embauchés au Québec et en quelques endroits des Provinces maritimes. Vu l'impossibilité ou la difficulté, sur le plan pratique, de dispenser des cours de langues aux employés saisonniers, il faut que la Direction fasse preuve de plus d'imagination dans l'affectation de son personnel bilingue et recrute une plus grande proportion de bilingues saisonniers afin d'assurer la meilleure utilisation possible des effectifs bilingues dans chaque parc, selon les besoins prioritaires.

Il est très difficile, dans les parcs, d'offrir également aux visiteurs francophones et anglophones les programmes culturels animés par des naturalistes. Pendant que se déroulait l'étude, cela ne se faisait que dans les parcs du Québec, plusieurs parcs des Provinces maritimes et un parc de l'Ouest.

Les naturalistes à la fois compétents et bilingues sont en effet des oiseaux rares, qu'on trouve en certains endroits seulement. Dans le rapport, nous avons traité de différents aspects du recrutement, de la formation et de l'affectation des naturalistes en vue de mieux utiliser les compétences des titulaires et d'en attirer un plus grand nombre. Les responsables de la Direction ayant déjà envisagé d'instaurer une seconde école de formation de naturalistes dans l'Est du Canada, le Commissaire a recommandé que cet établissement soit implanté dans une région francophone, ce qui permettrait de combiner avantageusement cours de langues et formation technique.

Certains parcs nationaux et lieux historiques ont été créés expressément pour fournir des emplois dans une région donnée. De ce fait, il n'est pas possible de satisfaire aux besoins en personnel bilingue en procédant à des mutations et au recrutement de bilingues extérieurs aux collectivités locales. En pareil cas, nous avons donc proposé comme solution la mise sur pied de cours de langues.

Les concessionnaires, quant à eux, fournissent une vaste gamme de services aux voyageurs dans les parcs nationaux, notamment dans le domaine des commodités élémentaires et des distractions. L'étude du Bureau a révélé que les responsables de la Direction, tout en sachant que les dispositions de l'article 10 de la Loi sur les langues officielles s'appliquent aux concessionnaires, n'ont dressé aucun plan d'action, à l'échelon national, pour amener les concessionnaires à respecter la Loi. Certains surintendants en avaient déjà touché un mot à des concessionnaires, mais ils hésitaient à prendre des mesures à leur endroit tant qu'ils n'auraient pas mis bon ordre chez eux. Le Bureau s'est donc abstenu de formuler des recommandations circonstanciées au sujet des concessionnaires. Nous avons recommandé, comme première étape, que la Direction précise clairement sa position juridique à leur égard et en informe le Commissaire.

La Direction publie, par le truchement des services d'accueil et d'interprétation,<sup>1</sup> une documentation abondante et variée. Certaines publications sont diffusées dans les parcs nationaux et les lieux historiques de tout le pays et d'autres, seulement à l'intérieur d'une région. Comme pour la signalisation, le nombre des publications bilingues varie beaucoup au sein d'une même région et d'une région à l'autre. Le Bureau a préconisé qu'on augmente le rythme de traduction des textes unilingues et qu'on veille à ce que les méthodes de diffusion et d'étalage de ces textes respectent le statut d'égalité des deux langues officielles. L'étude a clairement démontré les inconvénients qu'il y avait à publier des textes unilingues séparés; cela créait en effet des problèmes pour établir la préférence de chaque visiteur lors de la distribution générale aux portes et entrées; de plus, il arrivait qu'on se trouve à court de textes dans l'une ou l'autre version ou qu'on se trompe dans leur achèvement.

Les équipes ont étudié d'autres aspects des services d'accueil et d'interprétation, notamment les formulaires, les cartes de visite, la publicité, les inscriptions dans les annuaires téléphoniques, les films, les diapositives et les enregistrements. Les lacunes dans ces secteurs provenaient souvent de la négligence manifestée dans les régions à leur égard, faute d'une directive ministérielle précise exigeant une présentation bilingue.

Cette étude, comme bien d'autres, a révélé qu'on peut réaliser l'égalité linguistique des aspects visuels grâce à l'affectation des fonds nécessaires et à des mesures administratives énergiques. Les problèmes les plus difficiles à résoudre sont ceux que pose l'égalité linguistique des services assurés par le personnel du ministère.

Le profil du personnel de la Direction est singulièrement compliqué par les exigences administratives et fonctionnelles des parcs nationaux et des lieux historiques. Les préposés aux services d'accueil et d'interprétation se répartissent en quatre grandes catégories : permanents, saisonniers, occasionnels ou contractuels. Dans la plupart des cas, ils occupent des postes d'administration ou de relations avec le public, et parfois les deux. Leurs conditions d'emploi, de même que les méthodes de recrutement et d'affectation, varient à l'intérieur des régions; d'ailleurs, le volume du rapport du Commissaire (quelque 250 pages) et le nombre des recommandations sont un indice probant de cette complexité.

Un très fort pourcentage du personnel des services d'accueil occupe des postes saisonniers prévus au budget. Ces employés sont en rapport avec le public aux kiosques de renseignements, dans les terrains de

1. Dans le contexte des Parcs nationaux et des lieux historiques, interprétation signifie description et explication de la nature aux visiteurs, au moyen de conférences, films, etc.

ministation des parcs. En fait, la Direction responsable nous a demandé d'agir, jusqu'à un certain point, à titre de conseillers en gestion pour l'organisation de ses services bilingues.

L'étude a donc porté principalement sur la langue de service dans les parcs nationaux et les lieux historiques à travers le pays, ainsi que sur les plaques commémoratives.

Nos agents se sont entretenus longuement avec des responsables de la Direction à Ottawa, dans les trois bureaux régionaux de Calgary, Cornwall et Halifax, et dans 37 parcs nationaux et lieux historiques répartis dans tout le pays. Ce sont les critères de situation géographique et de diversité des services offerts au public qui ont déterminé le choix des parcs et lieux étudiés. Au cours des entrevues et des observations sur place, les équipes de recherche se sont fait une idée plus précise de la « raison d'être » des parcs. Elles ont aussi cherché à se renseigner sur leurs méthodes administratives afin de mieux percevoir le contexte dans lequel s'intégrait le programme de bilinguisme.

L'ampleur de l'étude et l'attention particulière apportée aux méthodes employées ont multiplié le nombre des constatations, lesquelles ont donné lieu à 99 recommandations.

Environ un quart seulement des 600 et quelques plaques commémoratives relevant de la Direction sur l'ensemble du territoire canadien étaient déjà bilingues. Au rythme actuel de leur transformation, il faudrait des années encore pour que ces plaques, dont plusieurs sont en bronze ou en pierre, deviennent toutes bilingues. Le Commissaire a donc préconisé qu'on accélère le processus de façon qu'elles le soient toutes d'ici à juin 1975.

Les quelque 30 000 panneaux et écrans installés dans les parcs nationaux et les lieux historiques représentent un moyen important de communication entre les responsables de la Direction et les visiteurs. Dans les trois régions où se sont rendues les équipes de recherche et au moment de leurs visites, divers parcs et lieux historiques avaient atteint différents stades dans la mise en œuvre des programmes visant à bilinguiser toute la signalisation. Des sondages effectués dans toutes les régions ont révélé que les textes des écrans bilingues étaient parfois incomplets ou inexacts dans l'une ou l'autre des langues officielles. Le Commissaire a formulé des recommandations visant à garantir non seulement que la signalisation sera rendue entièrement bilingue dans les plus brefs délais possibles, mais aussi que les textes des panneaux actuels et futurs seront corrects et accorderont une importance égale aux deux langues. Les recommandations ont également porté sur les problèmes administratifs qui se posent à Ottawa et dans les différentes régions en matière de signalisation : autorisation, vérification, traduction, fabrication et mise en place.

muées, dont la Société a d'ailleurs reconnu le bien-fondé. Elle a donc mis sur pied un comité interne chargé d'établir les voies et moyens permettant de mettre en œuvre la recommandation relative à l'embauchage du personnel remplaçant, du moins temporairement, les employés absents pour des cours de langues. À la fin de l'année financière, la Société avait déjà appliqué les recommandations concernant les cours de langues et les programmes de maintien de l'acquis, et elle donnait suite aux trois autres.

#### Le Commissaire a recommandé :

1) que le siège social tienne des dossiers sur le roulement annuel du personnel afin de déterminer les pertes ou les gains annuels dans son effectif bilingue;

2) que parallèlement à l'engagement de personnel bilingue, les cours de langues pour les unilingues soient accélérés afin que ceux-ci jouissent d'une chance égale à celle des premiers pour ce qui est d'aspirer aux postes qui exigent une connaissance courante des deux langues et qui offrent de meilleures perspectives d'avancement pour leur carrière;

3) que chaque employé muni de cartes de visite utilise des cartes bilingues plutôt que des cartes unilingues ou une carte pour chaque langue;

4) que, afin d'appliquer plus efficacement la politique qui veut « qu'un employé puisse travailler avec ses collègues dans sa langue maternelle » et celle qui stipule « la création d'un climat où les deux cultures peuvent s'exprimer librement », et pour retirer le plus grand rendement des investissements consacrés au Programme d'enseignement des langues, la Société examine sans retard la possibilité d'embaucher du personnel de remplacement, du moins temporairement, afin d'avoir une certaine souplesse et l'interchangeabilité du personnel pour ceux qui s'absentent pour des cours de formation linguistique;

5) que la Société applique sa politique de mutation des employés nouvellement bilingues au siège social et à la succursale d'Ottawa, en les envoyant à tour de rôle tout au moins dans des régions où ils peuvent utiliser plus fréquemment leur seconde langue. Cette mesure aiderait à bien des employés maintenant bilingues une occasion de dispenser des services au public dans les deux langues tel que le prescrit la Loi sur les langues officielles; par la suite, cela leur faciliterait l'accès à des postes désignés bilingues, postes qui offrent plus de perspectives pour leur carrière.

f) *Ministère des Affaires indiennes et du Nord canadien — Direction des parcs nationaux et des lieux historiques*

C'est à la requête du sous-ministre des Affaires indiennes et du Nord canadien que le Bureau du Commissaire a accepté d'entreprendre une étude spéciale sur la meilleure façon d'assurer des services bilingues dans les parcs nationaux et les lieux historiques. Le Commissaire a en outre accepté de formuler des recommandations précises sur l'ad-

En se fondant sur une série de neuf entrevues menées au siège de la Société et dans ses bureaux locaux d'Ottawa et de Hull, l'équipe de recherche s'est efforcée d'établir quelles initiatives la Société avait prises pour offrir dans la région de la capitale nationale des services égaux dans les deux langues officielles et quels progrès elle avait accomplis dans sa réalisation du bilinguisme institutionnel.

L'étude a montré que la Société avait pris un certain nombre de dispositions louables pour assurer des services bilingues au public. C'est ainsi qu'elle a instauré un programme structuré et unifié exigeant de tous ses bureaux au Canada qu'ils deviennent capables de fournir des services bilingues. La S. C. H. L. a astucieusement intégré à sa politique générale la bonne méthode empirique, qui consiste à assurer le plus tôt possible des services bilingues partout où on les demande un tant soit peu. Cette façon de procéder permet à la Société, comme à la Direction des parcs nationaux et des lieux historiques du ministère des Affaires indiennes et du Nord canadien, de contourner le dédale des chicanes que suscite l'interprétation de la « demande importante ». La proportion du personnel bilingue par rapport au personnel unilingue s'est considérablement accrue depuis quelques années, par suite du recrutement d'employés bilingues, si bien que le personnel titulaire des postes de relations avec le public était suffisamment bilingue pour fournir des services dans les deux langues pendant toutes les heures de travail.

La Société a aussi recouru avec succès à des programmes d'enseignement des langues. De septembre 1969 à juin 1971, 144 de ses employés ont suivi des cours de langue, dont 36, à la date de l'enquête, étaient sortis avec le certificat de bilingues. La Société a utilisé à cette fin, outre ceux de la Commission de la fonction publique, ses propres cours, qu'elle avait particulièrement bien adaptés aux besoins précis de son personnel. L'équipe de recherche a cependant noté deux éléments défavorables : le fort pourcentage d'abandon parmi les employés qui ont suivi les cours et le manque de programmes pour le maintien des connaissances acquises.

La Société a mis sur pied, à son siège social, un service de traduction capable de satisfaire les besoins de tous ses bureaux. La documentation et les communications destinées au public ont été établies et publiées intégralement dans les deux langues; de même, la Société répond aux lettres dans la langue du correspondant. L'équipe a constaté que l'ensemble des publications, formulaires et autres imprimés étaient bilingues. Les services de réception sont également assurés dans les deux langues officielles.

Comme les lacunes du programme de bilinguisme de la Société sont peu nombreuses, cinq recommandations seulement ont été for-

communications entre les bureaux d'immigration et le siège du ministère ou vice versa, nonobstant la langue du destinataire;

#### *Aspect visuel*

(25) que les panneaux, affiches, avis et inscriptions (extérieurs et intérieurs, permanents et provisoires, destinés aussi bien au public qu'au personnel) qui, à l'étranger, relèvent du ministère, soient tous, d'ici au 31 mars 1973, dans les deux langues officielles du Canada, nonobstant la présence d'une ou de plusieurs autres langues;

(26) que le ministère veille immédiatement à ce que les revues, journaux et autres imprimés, qui sont mis à la disposition du public dans les salles d'attente ou de lecture (ou dans tout autre endroit visible du visiteur) des bureaux d'immigration à l'étranger, représentent équitablement, en tout temps, les deux langues officielles du Canada;

#### *Ressources humaines*

(27) que le ministère, d'ici au 31 mars 1973, constitue, à partir de définitions précises, un ensemble de statistiques homogènes portant sur la composition linguistique des agents du Service étranger, statistiques qui seraient périodiquement mises à jour;

(28) que le ministère effectue les prochaines affectations des agents de manière à ce qu'il y ait dans tous les bureaux d'immigration à l'étranger, en tout temps, un nombre approprié d'agents bilingues ou unilingues qui puissent assurer les services au public dans les deux langues officielles du Canada;

(29) que le ministère, d'ici au 31 mars 1973, prenne les mesures appropriées en vue d'offrir aux agents du Service étranger susceptibles de suivre des cours de formation professionnelle, la possibilité de suivre ces cours dans l'une ou l'autre des deux langues officielles du Canada;

(30) que le ministère donne immédiatement, dans les cas appropriés, la possibilité de suivre des cours de langue aux agents touchés par la recommandation (28);

(31) que le ministère détermine, d'ici au 31 mars 1973, la proportion d'agents du Service étranger pouvant s'acquitter de leurs fonctions dans les deux langues officielles du Canada qu'il lui faudra recruter, au besoin, pour atteindre les objectifs qu'il s'est fixés en matière d'effectifs bilingues postés à l'étranger;

(32) que le ministère mette au point, d'ici au 31 mars 1973, en collaboration avec la Commission de la fonction publique, un système qui lui permettrait d'évaluer avec précision les connaissances linguistiques d'un candidat à tout poste d'agent qui pourrait entraîner une affectation à l'étranger.

#### *e) Société centrale d'hypothèques et de logement — Direction générale et bureaux d'Ottawa et de Hull*

Si le Commissaire a choisi la Société centrale d'hypothèques et de logement comme objet d'une étude, c'est en raison de l'ampleur des rapports de cet organisme avec le public et du rôle de pionnier qu'il joue en matière de bilinguisme institutionnel.

(13) que le ministère fasse en sorte que tous les ouvrages de référence et autres publications, émanant de toutes les institutions fédérales et utilisées à l'étranger, soient disponibles dorénavant dans l'une et l'autre langue officielle; (14) que, pour toutes publications autres que celles qui proviennent d'institutions fédérales, le ministère fasse en sorte que ses bureaux à l'étranger possèdent dorénavant des proportions raisonnables d'ouvrages comparables dans l'une et l'autre langue officielle du Canada;

#### *Contacts avec les media*

(15) que tous les communiqués de presse (y compris l'identification du ministère sur ces documents) destinés au grand public soient émis simultanément dans les deux langues officielles du Canada; (16) que l'identification du ministère sur les annonces publicitaires publiées dans la presse francophone ou anglophone à l'étranger soit dans les deux langues officielles du Canada;

#### *Formules*

(17) que toutes les formules à usage externe du ministère soient disponibles dans les deux langues officielles d'ici le 31 mars 1973; (18) que toutes les formules à usage interne du ministère soient disponibles dans les deux langues officielles d'ici le 31 mars 1974; (19) que dorénavant les bureaux d'immigration aient en permanence un stock suffisant, dans les deux langues officielles du Canada, de toute formule à usage interne ou externe présentée séparément dans les deux langues; (20) que toutes les formules à usage interne ou externe, qui existent actuellement dans une seule des deux langues officielles et dans une tierce langue, soient, d'ici le 31 mars 1973, disponibles en français et en anglais, nonobstant l'usage d'une tierce langue;

#### *Articles de papeterie*

(21) que les enveloppes et le papier à lettres de tous les bureaux d'immigration à l'étranger soient identifiés, d'ici le 31 mars 1973, dans l'une et l'autre langue officielle du Canada;

#### *Dictionnaires*

(22) que le ministère fasse un relevé de ces ouvrages dans ses bureaux à l'étranger et qu'il prenne les mesures requises pour qu'un juste équilibre linguistique soit respecté à cet égard;

#### *Directives et notes de service*

(23) que le ministère s'assure que les directives, notes de service, circulaires et tout autre document de portée générale ou de nature administrative, qui sont distribués à l'intérieur des bureaux d'immigration à l'étranger, soient, nonobstant l'utilisation d'une tierce langue, présentés simultanément dans les deux langues officielles du Canada;

#### *Communications avec Ottawa*

(24) que le ministère informe immédiatement l'ensemble de son personnel qu'il peut, dorénavant, employer la langue de son choix pour toutes les

(2) que, s'il ne l'a pas déjà fait, chaque bureau d'immigration constitue, d'ici le 31 mars 1973, un dossier distinct, clairement identifié et facile d'accès contenant directives provisoires, lettres, circulaires et tout autre document sur le bilinguisme;

(3) que le ministère continue d'incorporer à son *Guide ministériel* toutes les directives à caractère permanent dont l'état les différents mémoires déjà diffusés dans ses services;

(4) que le ministère fasse un inventaire des directives existant actuellement dans des mémoires ou dans son *Guide ministériel* de façon à repérer toutes lacunes qui pourraient s'y trouver et à y remédier en incorporant au *Guide ministériel* les nouvelles directives qui s'imposent;

(5) que le ministère effectue, à des intervalles qu'il fixera lui-même, une mise à jour systématique de son *Guide* dans le domaine des langues officielles;

#### *Représentation*

(6) que les bureaux d'immigration du ministère fassent en sorte que, lorsqu'ils participent à des expositions ou à toutes activités pouvant se rattacher à la représentation du Canada à l'étranger, le statut d'égalité des deux langues officielles soit toujours respecté, et qu'à cette fin, ils s'inspirent des recommandations appropriées dans le présent rapport et des directives du ministère lui-même sur le bilinguisme;

#### *Réception téléphonique*

(7) que le ministère fasse en sorte que ses bureaux d'immigration à l'étranger soient dorénavant inscrits dans les annuaires téléphoniques dans les deux langues officielles du Canada;

(8) que, lorsque les bureaux d'immigration à l'étranger utilisent ou bien le français ou bien l'anglais à la réception téléphonique, ils emploient dorénavant les deux langues officielles du Canada;

(9) que dorénavant, lorsque la téléphoniste et toute personne répondant aux appels téléphoniques en provenance du public ne peuvent parler l'une des deux langues officielles (le français ou l'anglais), elles soient au moins en mesure d'informer l'interlocuteur, dans la langue utilisée par ce dernier, que l'appel est passé à un employé qui parle cette langue;

#### *Imprimés*

(10) que les publications (plaquettes, dépliants, prospectus, etc.) imprimés en français ou en anglais, émanant du ministère ou d'autres institutions fédérales et mis à la disposition du public dans les bureaux d'immigration, soient disponibles en tout temps en français et en anglais, de préférence en un même exemplaire;

(11) que l'identification du ministère soit dans les deux langues officielles du Canada dans toutes les publications mises à la disposition du public qui sont publiées à Ottawa en versions séparées, française et anglaise;

(12) que l'identification des publications imprimées dans une tierce langue figure dans cette seule langue ou dans les deux langues officielles et la tierce langue;

(1) que le ministère prenne les mesures supplémentaires appropriées pour sensibiliser davantage le personnel des missions aux exigences de la Loi sur les langues officielles et à ses propres directives;

# *Directives*

Le Commissaire a recommandé :

l'aider à réaliser cet objectif.

recommandations qui complètent le rapport ont été formulées pour langues de service et de travail dans ses bureaux à l'étranger. Les 38 désir d'établir l'égalité de statut pour le français et l'anglais en tant que Le ministère, pendant toute la durée de l'étude, a manifesté le ne reflétaient pas la dualité linguistique du Canada.

ments à des journaux et revues destinés au personnel ou à l'étalage que 61 panneaux et écritureaux sur 95 étaient inacceptables. Les abonnés-Dans les missions visitées, les équipes de recherche ont constaté de cet enseignement à Ottawa ou à l'étranger.

intéressées de suivre les cours de langues. Onze d'entre elles ont profité Une initiative louable du ministère fut de permettre aux épouses des centrale et sept en poste à l'étranger ont suivi des cours de français. En 1970-1971, 18 agents du service étranger en poste à l'administration cours de gestion offerts, pour la plupart, uniquement en anglais. En Pendant l'année financière 1971-1972, 99 agents ont suivi des aux usagers dans les deux langues officielles.

et à l'affectation de ces agents de façon à pouvoir assurer des services Commissaire a recommandé au ministère de procéder au recrutement que 75 p. 100 des agents de son service étranger soient bilingues. Le bilingues. Il estime que, pour faire face aux besoins actuels, il faudrait De 1966 à 1969, le ministère a recruté 101 agents, dont 31 aucun membre du personnel n'est bilingue.

5 détachés dans d'autres services). Dans treize bureaux à l'étranger, 28 bureaux hors du Canada, 9 à l'administration centrale à Ottawa et ger sont bilingues, soit environ 30 p. 100 du nombre global (43 dans Le ministère considère que 57 des 189 agents de son service étranger services d'immigration.

représentent un très faible pourcentage de ceux qui font appel aux que de 5 p. 100. Les Canadiens, qui sont compris dans ces chiffres, proportion des services assurés dans nos deux langues peut n'être les pays dont la langue nationale n'est ni le français ni l'anglais, la partage parfois avec d'autres langues les 20 p. 100 qui restent. Dans portion des services assurés en français dépasse 80 p. 100 et l'anglais langue nationale, comme la France, la Belgique et la Suisse, la pro-Dans les pays dont le français est une des langues principales, ou la la totalité, le reste étant réparti entre le français et d'autres langues. assurés en anglais dépasse 80 p. 100 et atteint parfois 99 p. 100 de représentants du ministère ont déclaré que la proportion des services

de lecture (ou dans tout autre endroit visible du visiteur) de ses bureaux à l'étranger représentent équitablement, en tout temps, les deux langues officielles du Canada;

(32) que les affiches publicitaires de l'Office de tourisme rédigées en français ou en anglais soient désormais imprimées, identifiées et distribuées dans les deux langues officielles du Canada, de préférence en version bilingue;

#### *Ressources humaines*

(33) que le ministère, d'ici au 31 mars 1973, constitue, à partir de définitions précises, un ensemble de statistiques homogènes portant sur la composition linguistique du personnel qui, à l'étranger, relève de sa responsabilité, statistiques qui seraient périodiquement mises à jour;

(34) que le ministère effectue les prochaines affectations des agents de manière à ce qu'il y ait à l'étranger, dans tous les bureaux du Service des délégués commerciaux, un nombre approprié d'agents bilingues ou unilingues pour assurer les services au public dans les deux langues officielles du Canada;

(35) qu'il y ait, d'ici au 31 mars 1973, dans chacun des bureaux de l'Office de tourisme situés à l'étranger, en tout temps, un nombre approprié d'employés bilingues ou unilingues capables de fournir les services au public dans les deux langues officielles du Canada;

(36) que le ministère, d'ici au 31 mars 1973, prenne les mesures nécessaires en vue d'offrir au personnel du Service des délégués commerciaux et de l'Office de tourisme susceptible de suivre des cours de formation professionnelle la possibilité de suivre ces cours dans l'une ou l'autre des deux langues officielles du Canada;

(37) que le ministère détermine, d'ici au 31 mars 1973, la proportion d'agents du Service des délégués commerciaux et de l'Office de tourisme pouvant s'acquitter de leurs fonctions dans les deux langues officielles du Canada qu'il lui faudra recruter au besoin, pour atteindre les objectifs qu'il se fixera en matière d'effectifs bilingues postés à l'étranger;

(38) que le ministère mette au point, d'ici au 31 mars 1973, en collaboration avec la Commission de la fonction publique, un système qui lui permettrait d'évaluer avec précision les connaissances linguistiques d'un candidat à tout poste d'agent qui pourrait entraîner une affectation à l'étranger.

### 3) *Ministère de la Main-d'œuvre et de l'Immigration — Europe occidentale et les Amériques à l'exclusion du Canada*

Ce sont les représentants du ministère de la Main-d'œuvre et de l'Immigration à l'étranger qui sont chargés d'appliquer et d'expliquer aux aspirants-immigrants les lois et règlements canadiens sur l'immigration. De ce fait, ils doivent servir le public dans la langue du pays où ils se trouvent.

L'étude spéciale a confirmé que le taux d'utilisation de l'une ou l'autre des deux langues officielles varie selon la langue officielle du pays où se trouve la mission. Aux États-Unis et en Angleterre, les

## *Formules*

(22) que toutes les formules en français ou en anglais utilisées par le ministère — à l'administration centrale comme à l'étranger — soient remplacées par des formules bilingues d'ici au 31 mars 1974, en accordant la priorité à toutes les formules utilisées par le public;

(23) que les bureaux du Service des délégués commerciaux disposent dorénavant, en permanence, d'un stock suffisant dans l'une et l'autre langue, de toute formule, actuelle ou future, établie en versions séparées, française et anglaise;

(24) que les formules de l'Office de tourisme qui sont imprimées dans une langue tierce et dans une seule des deux langues officielles du Canada soient dorénavant imprimées en français, en anglais et dans la langue tierce, ou dans cette dernière langue seulement;

## *Articles de papeterie*

(25) que l'en-tête, l'indication d'origine et l'adresse de l'expéditeur qui figurent sur le papier à lettres et les enveloppes utilisés à l'étranger par les bureaux du Service des délégués commerciaux soient, d'ici au 31 mars 1973, dans les deux langues officielles du Canada, sans pour autant restreindre l'emploi de papier à lettres ou d'enveloppes imprimés dans une langue tierce seulement;

## *Dictionnaires*

(26) que le ministère veille à ce qu'à l'avenir les dictionnaires soient toujours disponibles dans les deux langues officielles, dans des proportions appropriées;

## *Tampons*

(27) que tous les tampons unilingues — français ou anglais — à usage externe utilisés à l'étranger par les bureaux du ministère soient, d'ici au 31 mars 1973, dans les deux langues officielles du Canada;

## *Communications internes*

(28) que le ministère s'assure que les directives, notes de service, circulaires et tout autre document, de portée générale ou de nature administrative, distribués à l'intérieur des bureaux des délégués commerciaux à l'étranger, soient, malgré l'utilisation d'une tierce langue, présentés simultanément dans les deux langues officielles du Canada et sous une forme qui respecte l'égalité de statut des deux langues officielles du Canada;

(29) que le ministère informe immédiatement l'ensemble de son personnel qu'il peut, dorénavant, employer la langue de son choix pour toutes les communications entre les missions à l'étranger et Ottawa ou vice versa, nonobstant la langue du destinataire;

## *Aspect visuel*

(30) que les panneaux, affiches, avis et inscriptions (extérieurs et intérieurs, permanents et provisoires, destinés aussi bien au public qu'au personnel) qui, à l'étranger, relèvent du ministère soient tous, d'ici au 31 mars 1973, dans les deux langues officielles du Canada, nonobstant la présence d'une ou de plusieurs autres langues;

(31) que le ministère veille immédiatement à ce que les revues, journaux et autres imprimés mis à la disposition du public dans les salles d'attente ou

*Bibliothèques*

(11) que le ministère fasse en sorte que tous les ouvrages de référence et autres publications, émanant de toutes les institutions fédérales et utilisés à l'étranger, soient disponibles dorénavant dans l'une et l'autre langue officielle; (12) que, pour toutes publications autres que celles qui proviennent d'institutions fédérales, le ministère fasse en sorte que ses services à l'étranger possèdent dorénavant des proportions raisonnables d'ouvrages comparables dans l'une et l'autre langue officielle du Canada;

*Films*

(13) que le ministère veille à ce que dans les pays où l'on ne parle ni le français, ni l'anglais, des films dans chacune des deux langues officielles soient disponibles dans des proportions appropriées, nonobstant l'utilisation de films en une langue tierce; (14) que l'Office de tourisme du gouvernement canadien veille à ce que le catalogue des films soit publié (dès la prochaine édition) de manière à informer le public d'expression française ou d'expression anglaise que beaucoup de ces films sont disponibles dans les deux langues officielles du Canada; (15) que d'ici au 31 mars 1973, les films en français et en anglais utilisés par chaque bureau de l'Office de tourisme du gouvernement canadien à l'étranger soient disponibles, dans des proportions appropriées, dans chacune des deux langues officielles du Canada;

*Contacts avec les media*

(16) que les bureaux du Service des délégués commerciaux qui émettent des communiqués de presse uniquement en français ou en anglais dans les pays où la langue n'est ni l'une ni l'autre des deux langues officielles du Canada fassent paraître dorénavant les mêmes communiqués en français et en anglais; (17) que dorénavant tous les communiqués de presse destinés à des media de langue française ou anglaise paraissent dans les deux langues officielles; (18) qu'à l'avenir l'identification sur les communiqués de presse destinés aux media de langue française ou anglaise soit dans les deux langues officielles;

(19) que les communiqués de presse qui sont identifiés en français ou en anglais et dans une autre langue soient désormais identifiés en français, en anglais et dans la tierce langue, ou dans cette dernière langue seulement;

(20) que dorénavant l'identification dans toutes les petites annonces officielles insérées dans les journaux français et anglais par l'Office de tourisme du gouvernement canadien à l'étranger soit dans les deux langues officielles du Canada;

*Manuels*

(21) que tous les manuels d'administration et ouvrages de référence préparés par le ministère et utilisés à l'étranger soient disponibles dans les deux langues officielles du Canada d'ici au 31 mars 1974;

*Directives du ministre*

(1) que dorénavant, chaque bureau du Service des délégués commerciaux constitue, s'il ne l'a pas déjà fait, un dossier distinct et facile d'accès contenant les directives, circulaires et tout autre document sur le bilinguisme; (2) que le ministre envoie immédiatement une circulaire aux bureaux du Service des délégués commerciaux installés à l'étranger pour préciser que leurs services doivent être offerts dans les deux langues officielles du Canada au public en général, sans distinction de nationalité;

*Représentation*

(3) que le ministre applique toutes les recommandations contenues dans le présent rapport (comme celles qui portent sur la documentation, les films, l'aspect visuel, etc.) qui, d'une façon ou d'une autre, touchent aux foires et aux expositions commerciales;

*Réception téléphonique*

(4) que dans toutes les missions, le ministre s'assure que la réceptionniste, la standardiste ou toute autre personne qui répond aux appels téléphoniques provenant du public, identifie dorénavant le bureau du Service des délégués commerciaux ou de l'Office de tourisme dans les deux langues officielles du Canada ou, au besoin, dans une tierce langue seulement;

*Imprimés*

(5) que les publications (plaquettes, dépliants, prospectus, revues commerciales, etc.) imprimées en français ou en anglais, émanant du ministère à Ottawa ou de toute autre institution fédérale canadienne et mises à la disposition du public dans les missions à l'étranger, y soient dorénavant disponibles, en permanence et simultanément, dans les versions française et anglaise, de préférence dans une présentation bilingue recto verso; (6) qu'à l'avenir, dans toutes les publications destinées au public et imprimées à Ottawa en versions séparées, française et anglaise, l'identification du ministère soit dans les deux langues officielles;

(7) qu'à l'avenir, une note rédigée en anglais indiquant que la publication existe dans cette langue soit insérée dans la version française, et que dans la version anglaise une note identique rédigée en français indique qu'il existe une version française;

(8) que les publications du ministère rédigées dans une tierce langue et dans une des deux langues officielles du Canada soient désormais publiées dans les deux langues officielles en plus de la troisième langue;

(9) que l'identification des publications décrites dans la recommandation (8) figure en français, en anglais et dans la langue tierce;

(10) que l'identification, dans toutes les publications imprimées par l'Office de tourisme du gouvernement canadien dans une langue autre que le français ou l'anglais, apparaisse dans cette seule langue ou en français, en anglais et dans la langue tierce;

L'anglais prédominait dans la documentation destinée aux travaux internes (manuels, formules, papeterie, dictionnaires et tampons de bureau).

Depuis l'intégration des services de soutien en avril 1971, c'est au ministère des Affaires extérieures qu'échoit la responsabilité de la plupart des écrits et panneaux installés à l'étranger. Or, treize de ceux-ci, dans les missions visitées, relevaient exclusivement du ministère de l'Industrie et du Commerce, et cinq d'entre eux étaient inacceptables. Des recommandations visant à corriger cet état de choses ont donc été présentées au ministère.

Quelque 210 délégués commerciaux, soit à peu près 80 p. 100 de l'effectif total du ministère, sont à tour de rôle en poste dans 79 bureaux à l'étranger. Dans les 31 autres, les services bilingues sont assurés soit par le personnel recruté sur place, soit par des fonctionnaires détachés du ministère des Affaires extérieures, ou encore par un bureau de traduction ou le personnel auxiliaire.

A l'époque des entrevues, l'Office de tourisme avait 24 bureaux à l'étranger. Selon les renseignements fournis par des représentants de l'Office, dix de ces bureaux comptaient au moins un employé bilingue. Douze pouvaient assurer des services dans les deux langues officielles, grâce à la collaboration de fonctionnaires du Service des délégués commerciaux ou du ministère des Affaires extérieures, du personnel recruté sur place ou d'un bureau de traduction. Deux des bureaux ne pouvaient fournir de services que dans une seule langue officielle. Cette situation, dans les deux cas, n'est pas satisfaisante, car elle implique la collaboration d'employés d'un autre ministère, souvent installés dans d'autres locaux à l'intérieur d'une même mission, et le recours à des bureaux de traduction, utiles seulement pour les communications écrites.

Les programmes de formation offerts au personnel comportent des cours professionnels et des cours de langue. Durant les années financières 1970-1971 et 1971-1972, 82 fonctionnaires ont suivi des cours de français à Ottawa et 37, à l'étranger. Deux fonctionnaires ont suivi un cours d'anglais. En plus, l'Office de tourisme a envoyé treize employés suivre des cours de français pendant l'année 1971-1972. Il convient de féliciter le ministère pour la gamme étendue des programmes linguistiques qu'il offre à son personnel et à celui de l'Office de tourisme.

Le Commissaire se rend compte des difficultés auxquelles se heurte le ministère dans ses efforts pour fournir, selon les besoins, des services en français et en anglais, sans pour autant négliger la langue du pays d'accueil. Il a donc présenté plusieurs recommandations destinées à aider le ministère et l'Office à atteindre cet objectif.

voyageurs. Selon le ministère, ces dispositions ne s'appliqueraient qu'aux seuls Canadiens, alors qu'aucune restriction de ce genre n'apparaît dans la Loi.

Le ministère de l'Industrie et du Commerce est surtout en rapport avec des hommes d'affaires et des fonctionnaires. En Europe, 30 p. 100 de ces usagers sont canadiens et 70 p. 100 d'une autre nationalité, les Canadiens étant servis à 25 p. 100 en français et 75 p. 100 en anglais. Dans l'hémisphère occidental, le pourcentage des services assurés en anglais dépasse fréquemment 95 p. 100 et, pour servir les non-Canadiens, il faut souvent faire intervenir une troisième langue.

Les bureaux de l'Office de tourisme desservent un public très varié : ressortissants étrangers, agences de voyage, presse, autorités locales et touristes éventuels. Il importe donc que ces bureaux puissent communiquer dans la langue du pays. Cinq des huit bureaux de l'Office de tourisme sur lesquels l'enquête a porté se trouvent dans des pays de langue anglaise, un dans un pays de langue française et deux dans des pays où une autre langue que le français ou l'anglais a cours. Puisque le ministère de l'Industrie et du Commerce et l'Office de tourisme ont pour objectifs essentiels d'encourager les affaires et le tourisme, ils communiquent avec le public surtout dans la langue du pays où ils se trouvent.

Sans vouloir minimiser tant soit peu l'importance de ces activités, le Commissaire a estimé possible et nécessaire de mettre plus en valeur l'image du Canada en tant que pays bilingue, et les recommandations qu'il a présentées au ministère sont motivées par cette considération. Nos recherches ont révélé des inégalités dans la proportion des publications en français et en anglais qu'on trouve dans les bureaux des missions à l'étranger. Cette situation tient parfois au retard avec lequel on reçoit d'Ottawa la version française des imprimés, par rapport à la version anglaise. La plupart des bureaux exposent des journaux et revues en français et en anglais. Dans certains cas, pourtant, les équipes ont constaté une disproportion injustifiée entre les textes français et anglais placés à l'étalage.

Le ministère de l'Industrie et du Commerce utilise, à des fins publicitaires, 40 films, dont dix-huit existent en version française. Les bureaux de l'Office de tourisme à l'étranger ont remis aux équipes un catalogue de films rédigé en anglais, comportant 128 titres, dont cinq seulement en français. Au bureau de Paris, un catalogue rédigé en français énumère environ 50 films en français. Ni l'un ni l'autre de ces catalogues n'indique qu'un bon nombre de ces films existent dans les deux langues officielles du Canada. De l'avis du Commissaire, les bureaux du ministère et de l'Office de tourisme devraient offrir leurs films dans une juste proportion, partout où l'on parle les deux langues.

(42) que tous les chefs de mission qui relèvent du ministère puissent, graduellement, s'acquitter de leurs fonctions dans les deux langues officielles du Canada;

(43) que le ministère effectue les prochaines affectations des agents de manière à ce qu'il y ait, dans chaque mission, en tout temps, un nombre suffisant d'agents capables d'assurer les services au public sans retard ni limitations, dans la langue officielle qui n'est pas utilisée par la majorité du personnel de la mission;

(44) que toutes les secrétaires qui sont affectées au service des chefs de mission puissent, graduellement, tout comme les chefs de mission s'acquitter de leurs fonctions dans les deux langues officielles;

(45) que le ministère effectue les prochaines affectations des sténodactylos de manière à ce qu'il y ait, dans toutes les missions, pour chaque ministère qui s'y trouve, en tout temps, un nombre suffisant de sténodactylos bilingues ou capables de travailler dans celle des deux langues officielles qui n'est pas utilisée par la majorité du personnel de la mission;

(46) que, dans chaque mission, la réceptionniste et la standardiste puissent, d'ici au 31 mars 1974, s'acquitter complètement de leurs fonctions dans les deux langues officielles du Canada;

(47) que tous les cours de formation générale, donnés par le ministère, y compris les cours d'initiation (induction courses), soient dorénavant disponibles dans l'une et l'autre des deux langues officielles du Canada;

(48) que le ministère donne immédiatement, dans les cas appropriés, la possibilité de suivre des cours de langue au personnel touché par les recommandations (42), (43), (44), (45) et (46);

(49) que le ministère détermine, d'ici au 31 mars 1973, la proportion d'agents du service extérieur pouvant s'acquitter de leurs fonctions dans les deux langues officielles du Canada qu'il lui faudra recruter, au besoin, pour atteindre les objectifs qu'il s'est fixés en matière d'effectifs bilingues pour ce groupe d'emploi;

(50) que le ministère mette au point, d'ici au 31 mars 1973, en collaboration avec la Commission de la fonction publique, un système qui lui permettrait d'évaluer les connaissances linguistiques d'un candidat au poste d'agent du service extérieur;

(51) que dorénavant, toute offre d'emploi, annoncée à l'étranger, mentionne expressément que la connaissance des deux langues officielles du Canada est (i) essentielle pour les candidats aux postes de réceptionniste et de standardiste; et

(ii) souhaitable pour les candidats aux autres postes.

2) *Ministère de l'Industrie et du Commerce et Office de tourisme du gouvernement canadien — Europe occidentale et les Amériques à l'exclusion du Canada*

Les équipes de recherche ont constaté que les directives ministérielles visant le bilinguisme comportaient une interprétation exagérée-ment restrictive des paragraphes 1 et 2 de l'article 10 de la Loi sur les langues officielles relatifs à la fourniture de services bilingues aux

langues officielles aient à leur disposition, en tout temps et en quantités suffisantes, un jeu de cartes d'invitation dans chacune des deux langues;

#### *Dictionnaires*

(32) que le ministère veille à ce que les missions disposent à l'avenir, dans des proportions appropriées, de dictionnaires dans les deux langues officielles du Canada;

#### *Machines à écrire*

(33) que le ministère prenne immédiatement des mesures pour que toutes les missions disposent d'un nombre approprié de machines à écrire munies de claviers français;

(34) que dorénavant, toutes les machines à écrire achetées pour les missions et destinées à dactylographier des textes français ou anglais soient équipées d'un clavier français;

#### *Tampons*

(35) que tous les tampons unilingues (français ou anglais) à usage externe utilisés par les missions soient rendus bilingues d'ici au 31 mars 1973;

#### *Communications internes*

(36) que le ministère s'assure, sans délai, que les directives, notes de service, circulaires et tout autre document de portée générale ou de nature administrative, distribués à l'intérieur des missions, soient, nonobstant l'utilisation d'une tierce langue, présentés simultanément dans les deux langues officielles du Canada et sous une forme qui respecte l'égalité de statut des deux langues;

(37) que le ministère informe immédiatement tout son personnel qu'il peut désormais utiliser la langue de son choix dans toute communication entre les missions et le siège du ministère ou vice versa, nonobstant la langue du destinataire;

#### *Aspect visuel*

(38) que les panneaux, affiches, avis et inscriptions (extérieurs et intérieurs permanents et provisoires, destinés aussi bien au public qu'au personnel) qui, dans les missions, relèvent du ministère soient tous, d'ici au 31 mars 1973, dans les deux langues officielles du Canada, nonobstant la présence d'une ou de plusieurs autres langues;

(39) que le ministère accorde, d'ici au 31 mars 1973, une importance égale aux textes français et anglais des panneaux, affiches, avis et inscriptions qui, dans les missions, relèvent de sa compétence;

(40) que les revues, journaux et autres imprimés rédigés en français ou en anglais, mis à la disposition du public dans les salles d'attente, salles de lecture ou tout autre endroit visible du visiteur dans les missions, représentent équitablement, en tout temps, les deux langues officielles du Canada;

#### *Ressources humaines*

(41) que le ministère, d'ici au 31 mars 1973, constitue, à partir de définitions précises, un ensemble de statistiques homogènes portant sur la composition linguistique du personnel de ses missions, statistiques qui seraient périodiquement mises à jour;

(19) que le ministère mette sur pied, d'ici au 31 mars 1973, un plan qui lui permettra de mettre en vigueur la recommandation (18) avant le 31 mars 1975;

#### *Contacts avec les media*

(20) que les communiqués de presse publiés par les missions dans l'une ou l'autre des deux langues officielles, en plus d'une troisième langue, soient désormais publiés dans les deux langues officielles;

(21) qu'à l'avenir, l'identification figurant sur les communiqués de presse destinés aux media de langue française ou anglaise soit dans les deux langues officielles du Canada;

(22) que l'identification figurant sur toutes les petites annonces publiées dans les journaux de langue française ou anglaise à l'étranger soit désormais dans les deux langues officielles du Canada;

#### *Manuels*

(23) que tous les manuels d'administration et ouvrages de référence préparés par le ministère et utilisés à l'étranger soient disponibles, dans chaque mission, dans les deux langues officielles du Canada d'ici au 31 mars 1974;

#### *Formules*

(24) que toutes les formules à usage externe du ministère soient, d'ici au 31 mars 1973, bilingues;

(25) que dorénavant, les missions aient, en permanence, un stock suffisant, dans les deux langues officielles du Canada, de toute formule à usage externe présentée séparément dans les deux langues;

(26) que toutes les formules à usage interne du ministère soient, d'ici au 31 mars 1974, bilingues;

(27) que désormais, le ministère veille à ce que toutes les missions utilisent des fiches bilingues soit sur un côté soit sur les deux, lorsqu'elles inscrivent les Canadiens résidant à l'étranger;

(28) que les réimpressions futures des fiches d'inscription prévoient un blanc sur celles-ci pour que les Canadiens résidant à l'étranger qui s'inscrivent auprès des missions puissent indiquer dans quelle langue officielle ils désirent recevoir leur correspondance;

#### *Articles de papeterie*

(29) que, dans toutes les missions, l'identification ou l'adresse de l'expéditeur figurant sur les enveloppes seulement dans l'une des deux langues officielles soit rendue bilingue d'ici au 31 mars 1973;

#### *Cartes de visite*

(30) que tous les agents en poste à l'étranger aient à leur disposition, d'ici au 31 mars 1973, des cartes de visite bilingues (français-anglais) imprimées soit sur un seul côté, soit sur les deux, sans pour autant limiter, au besoin, l'emploi de cartes de visite imprimées dans d'autres langues;

#### *Cartes d'invitation*

(31) que, d'ici au 31 mars 1974, les agents du ministère qui, à l'étranger, utilisent des cartes d'invitation rédigées dans l'une ou l'autre des deux

(18) que le ministère prenne les mesures nécessaires pour assurer qu'une proportion convenable de films dans chaque langue officielle soit disponible à chaque mission, nonobstant l'existence de versions dans d'autres langues;

#### *Films*

(17) que le ministère veille à ce que les ouvrages de référence publiés par des institutions fédérales et imprimés dans les deux langues officielles du Canada soient désormais disponibles à toutes les missions en français et en anglais;

(16) que le ministère mette sur pied, d'ici au 31 mars 1973, un plan qui lui permettra de mettre en vigueur la recommandation (15) avant le 31 mars 1975;

(15) que le ministère veille à ce que les ouvrages des bibliothèques des missions soient disponibles dans des proportions appropriées dans les deux langues officielles du Canada, nonobstant l'existence d'ouvrages rédigés dans d'autres langues;

#### *Bibliothèques*

(14) que l'identification officielle de tous les imprimés publiés en français ou en anglais par les missions, et distribués à la population locale, soit désormais dans les deux langues officielles du Canada;

(13) que tous les imprimés publiés en français ou en anglais par les missions à l'étranger et distribués aux voyageurs soient désormais rédigés dans les deux langues officielles du Canada;

(12) qu'à l'avenir, une note rédigée en anglais indiquant que la publication existe également dans cette langue, soit insérée dans la version française, et que dans la version anglaise, une note identique, rédigée en français, indique qu'il existe une version française;

(11) qu'à l'avenir, dans toutes les publications destinées au public et imprimées à Ottawa en versions séparées, française et anglaise, l'identification officielle du ministère soit dans les deux langues officielles du Canada;

(10) que les publications (plaquettes, dépliant, prospectus, etc.) imprimés en français ou en anglais, émanant du ministère et mises à la disposition du public dans les missions soient désormais disponibles, en tout temps, en français et en anglais, de préférence en un seul volume;

#### *Imprimés*

(9) que désormais, la réceptionniste, la téléphoniste ou tout autre membre du personnel — y compris les gardes — qui répond au public et qui est incapable de parler la langue de son interlocuteur, que ce soit le français ou l'anglais, puisse, en tout temps, au moins informer l'interlocuteur, dans la langue de ce dernier, que son appel sera pris par un autre employé capable d'assurer le service dans la langue appropriée;

(8) que désormais, dans toutes les missions, la réceptionniste, la téléphoniste ou tout autre membre du personnel — y compris les gardes — qui répond aux appels téléphoniques en provenance du public, identifie en tout temps la mission dans les deux langues officielles du Canada, ou, s'il y a lieu, dans une troisième langue uniquement;

Le service de réception téléphonique est un élément important dans les relations des missions avec le public : en conséquence, le Commissaire a recommandé que les réceptionnistes des missions répondent au téléphone en donnant le nom du ministère en français et en anglais, ou bien, si cela semble mieux convenir, uniquement dans une tierce langue.

Les équipes ont examiné les publications offertes par les missions à l'étranger et elles se sont aperçues que souvent la version dans la seconde langue faisait défaut. Elles n'ont pas pu obtenir une liste complète des livres prêtés par les bibliothèques de toutes les missions visitées, mais ont noté la prédominance des livres en anglais. Ces deux faits sont à l'origine des recommandations visant à redresser les déséquilibres constatés.

#### Le Commissaire a recommandé :

##### *Directives du Ministère*

- (1) que d'ici au 31 mars 1973, le ministère insère dans son *Manuel de pratiques administratives* toutes les directives à caractère permanent dont font état les diverses circulaires déjà émises sur l'usage des langues officielles, après avoir apporté à ces documents les corrections qui s'imposent;
- (2) que le ministère effectue, à des intervalles qu'il fixera lui-même, une mise à jour systématique de son *Manuel* dans le domaine de l'usage des langues officielles;
- (3) que, si elle ne l'a pas fait, chaque mission constitue, d'ici au 31 mars 1973, un dossier distinct et facile d'accès contenant directives, lettres, circulaires et tout autre document sur le bilinguisme;
- (4) que le ministère envoie immédiatement une circulaire aux missions pour préciser que leurs services doivent être offerts dans les deux langues officielles au public en général, sans distinction de nationalité;

##### *Représentation*

- (5) que le ministère rappelle à tous les hauts fonctionnaires des missions que, au cours de leurs contacts multiples avec les publics de tous les échelons et de toutes les catégories, ils doivent prendre les mesures appropriées pour qu'en toutes circonstances le statut d'égalité des deux langues officielles du Canada soit connu et apprécié à l'étranger, compte tenu de l'attention qu'ils estiment devoir accorder à une tierce langue;
- (6) que le ministère, dans la mesure où il est responsable des expositions (le mot étant pris dans son sens le plus large) organisées à l'étranger sous son égide, veille, en collaboration avec tout autre ministère ou organisme en cause, à respecter le statut d'égalité des deux langues officielles, en s'inspirant directement des recommandations appropriées dans le présent rapport, de même que des directives que lui-même a déjà émises sur le bilinguisme;

##### *Service de réception téléphonique*

- (7) que le ministère s'assure que toutes les inscriptions des missions dans les annuaires des téléphones des villes soient, dans la mesure du possible, en français et en anglais, nonobstant l'usage d'une autre langue;

L'importance des postes de relations avec le public. Dans nos recommandations, nous avons souligné combien il était essentiel aussi qu'un nombre suffisant d'agents, de secrétaires et de sténodactylographes puissent en tout temps assurer des services bilingues au public. Les chefs de mission occupent une place spéciale aux yeux du public et projettent en raccourci une image fidèle du pays qu'ils représentent à l'étranger. Le Bureau estime donc souhaitable qu'ils possèdent une connaissance suffisante de la seconde langue pour pouvoir exercer leurs fonctions dans l'une ou l'autre des langues officielles du Canada. En vue de protéger la sécurité d'emploi du personnel du ministère, le Commissaire a recommandé qu'on offre des cours de langue aux titulaires qui en ont besoin afin qu'ils puissent s'acquitter de leurs tâches dans l'autre langue officielle. Pour garantir aux employés francophones des chances meilleures de travail et d'avancement dans leurs carrières, nous avons recommandé que les cours de formation générale et d'instruction de base, qui jusqu'ici étaient dispensés uniquement en anglais, le soient aussi en français.

Un grand nombre des missions à l'étranger, surtout dans l'hémisphère occidental, doivent offrir des services et des renseignements dans la langue du pays d'accueil, ainsi que dans les deux langues officielles du Canada. En Europe, on utilise souvent le français et l'anglais comme langues diplomatiques, ou langues de travail non officielles, en plus d'une ou deux autres langues officielles.

Il faut donc que le ministère assure la fourniture de services en français et en anglais ainsi que dans une ou plusieurs autres langues, selon les pays. C'est pourquoi nous avons dû recommander des méthodes plus efficaces de recrutement et d'affectation du personnel, qui tiennent compte de ces besoins. D'après les statistiques communiquées par le ministère, presque tous les employés qui ont suivi des cours de langue au cours des trois dernières années financières étaient inscrits à des cours de français. Durant cette période, 33 p. 100 des 72 agents recrutés par le ministère pour son service étranger étaient bilingues. A la suite d'observations sur place aux missions mêmes, l'équipe a constaté qu'aucune règle uniforme ne régissait le recrutement du personnel bilingue local.

Il est arrivé fréquemment que les instruments de travail examinés par les équipes — manuels, formules, papeterie, cartes de visite, cartes d'invitation, dictionnaires, machines à écrire et tampons de bureau — ne respectaient pas l'égalité des deux langues officielles. Aussi le Commissaire a-t-il formulé des recommandations pour que ces instruments soient disponibles aussi bien en français qu'en anglais.

Seulement 120 des 286 panneaux et écriteaux en place dans les 23 missions visitées étaient conformes à la Loi sur les langues officielles. Nos recommandations rendent compte de cette anomalie.

TABLEAU 2. Missions canadiennes à l'étranger

Ministère	Total des missions à l'étranger	Nombre des missions visitées			Nombre d'entrevues			
		Europe	Amérique	Total	Ottawa	Europe	Amérique	Total
Affaires extérieures	90	23	15	38	15	41	21	77
Main-d'œuvre et Immigration	41	14	9	23	7	10	5	22
Industrie et Commerce	79	23	14*	37	9	15	14	38
Total		31	66	40	137			

\* Dont 3 bureaux de l'Office de tourisme.

L'objet principal des études était d'établir dans quelle mesure ces ministères assurent aux Canadiens et à d'autres personnes dans les pays

Deux équipes du Bureau du Commissaire ont eu en tout 31 entrevues, à Ottawa, avec des représentants de l'administration centrale des trois ministères visés. Elles ont examiné la politique et les directives de ces ministères en matière de bilinguisme de même que leur répartition du personnel, et ont fixé des critères pour déterminer les missions à l'étranger qui feraient l'objet d'observations sur place. Celles-ci se sont déroulées du début de septembre à la première semaine de novembre 1971. Les deux équipes se sont attachées à établir dans quelle mesure les missions à l'étranger respectent la Loi sur les langues officielles et projettent une image bilingue du Canada. Elles ont centré leurs observations sur l'usage des deux langues officielles sous les aspects suivants : activités des missions, communications internes, signalisation et publications, ressources linguistiques humaines et instruments de travail. C'est à la fin de mars 1972 que les trois ministères ont reçu nos rapports finals.

Le tableau 2 donne le nombre des entrevues et des missions visitées.

# 1) *Ministère des Affaires extérieures — Europe occidentale et les Amériques à l'exclusion du Canada*

Les équipes de recherche ont constaté que le ministère, dans ses directives sur le bilinguisme, interprétait les paragraphes 1 et 2 de l'article 10 de la Loi sur les langues officielles d'une manière restrictive, en considérant qu'ils s'appliquaient uniquement aux voyageurs **canadiens**; cette interprétation affaiblit l'intention du législateur et limite la portée de la Loi. Le public visé par ces paragraphes inclut en effet les Canadiens et les non-Canadiens, qu'ils soient en voyage à l'étranger ou qu'ils y résident.

Le personnel en poste dans les missions des Affaires extérieures à l'étranger remplit le rôle d'agent d'information culturelle à différents niveaux des activités et relations du ministère. Ses attributions comprennent la représentation générale (relations avec les diplomates, les autorités locales et les hommes d'affaires), les discours, la présence à des expositions, les communications téléphoniques, la diffusion d'imprimés, les services de bibliothèque et de prêt de films, les relations avec les organes d'information et la correspondance avec le public.

La question du personnel joue évidemment un rôle capital si l'on veut qu'une mission soit, aux yeux du pays d'accueil, représentative d'un Canada bilingue. À cet égard, les équipes ont constaté que pour son recrutement à l'étranger, le ministère se faisait un devoir d'engager des réceptionnistes et des téléphonistes bilingues, reconnaissant ainsi

7) que dans le cas des baux dont l'échéance n'est pas prévue avant 1974, le ministère

(a) informe les propriétaires auxquels il est lié par bail des prescriptions de la Loi sur les langues officielles,

(b) obtienne deux de modifier tous les panneaux et inscriptions qui ne seraient pas conformes à la Loi, et

(c) négocie avec le bailleur en vue d'obtenir l'espace suffisant sur les tableaux indicateurs pour que les noms, titres et services des ministères et organismes fédéraux puissent y figurer dans les deux langues officielles;

8) que lorsqu'un ministère ou organisme fédéral qui occupe un édifice loué s'adresse au ministère des Travaux publics pour l'installation de panneaux ou inscriptions, ce dernier rappelle au requérant les prescriptions de la Loi sur les langues officielles, de sorte que tout nouveau panneau et inscription respecte l'égalité de statut des deux langues officielles;

9) qu'en consultation avec les ministères et organismes qui occupent des édifices loués et, au besoin, avec les propriétaires des édifices, le ministère des Travaux publics établisse un programme selon lequel, avant le mois de septembre 1974, les locaux qu'ils occupent ou occuperont et, si nécessaire, leurs parcs de stationnement, seront dotés de panneaux et d'inscriptions conformes à l'esprit de la Loi sur les langues officielles et à l'intention du législateur;

10) que le ministère continue d'appliquer sa politique de concevoir et d'équiper des panneaux provisoires, indiquant l'objet des travaux des chantiers, dans les deux langues officielles;

11) que le ministère fasse en sorte que les panneaux conçus et érigés par les entrepreneurs soient dans les deux langues officielles, en insérant une clause particulière dans les contrats ou en recourant à tout autre moyen qu'il jugera approprié;

12) que tous les panneaux et inscriptions, actuellement en usage, soient révisés au point de vue de la qualité du texte français et que toutes les erreurs qu'ils comportent soient corrigées avant décembre 1972;

13) que le ministère prenne des dispositions afin de s'assurer dorénavant de la haute qualité du français et de l'anglais des textes des nouveaux panneaux et inscriptions, et s'assurer aussi qu'il ne s'y trouve pas d'erreurs ou d'omissions.

d) *Les missions canadiennes à l'étranger : ministères des Affaires extérieures, de l'Industrie et du Commerce, de la Main-d'œuvre et de l'Immigration*

En mai 1972, le Bureau du Commissaire a entrepris d'étudier le fonctionnement de trois ministères fédéraux en Europe occidentale et dans les Amériques : Affaires extérieures, Industrie et Commerce (y compris l'Office de tourisme du gouvernement canadien), Main-d'œuvre et Immigration. Les raisons qui ont motivé l'étude de ces ministères tiennent à l'ampleur de leurs rapports avec les voyageurs canadiens et le public étranger et au rôle qu'ils jouent dans la représentation, à l'échelle internationale, d'une image bilingue du Canada.

lui a expressément demandé de veiller à ce que toute cette signalisation soit bilingue, dès lors qu'il participe d'une façon ou d'une autre à sa réalisation.

Le Commissaire a formulé la recommandation générale suivante, à savoir que le ministère fasse en sorte que l'égalité de statut des deux langues officielles du Canada soit reflétée par l'usage du français et de l'anglais sur tous les panneaux et toutes les inscriptions qui, dans la région métropolitaine de Winnipeg, relèvent de sa compétence, y compris ceux qui ne faisaient pas partie de l'échantillonnage examiné dans la présente étude.

Plus spécifiquement, il a recommandé :

- 1) que le ministère respecte l'usage des deux langues officielles sur les panneaux et inscriptions
- (a) de tous les nouveaux édifices qu'il construira,
- (b) de tous les édifices qui, appartenant au gouvernement canadien, feront l'objet de travaux de rénovation,
- (c) de tous les nouveaux parcs de stationnement qu'il aménagera;
- 2) que le ministère prenne les dispositions nécessaires afin qu'en septembre 1974, l'usage des deux langues officielles, sur tous les panneaux et inscriptions, soit respecté
- (a) pour tous les édifices déjà existants qui appartiennent au gouvernement canadien,
- (b) pour tous les parcs de stationnement déjà existants qui appartiennent au gouvernement canadien;

3) que lorsqu'un ministère ou organisme fédéral qui occupe un édifice appartenant au gouvernement canadien s'adresse au ministère des Travaux publics pour l'installation de panneaux ou d'inscriptions, ce dernier rappelle au requérant les prescriptions de la Loi sur les langues officielles, de sorte que tout nouveau panneau ou inscription respecte l'égalité de statut des deux langues officielles;

4) qu'en consultation avec les ministères et organismes qui occupent des édifices appartenant au gouvernement canadien, le ministère des Travaux publics établisse un programme selon lequel, avant le mois de septembre 1974, les locaux qu'ils occupent ou occuperont et, si nécessaire, leurs parcs de stationnement, seront dotés de panneaux et d'inscriptions conformes à l'esprit de la Loi sur les langues officielles et à l'intention du législateur;

5) que le ministère insère dorénavant dans tous les baux, y compris ceux qu'il renouvelle, une clause destinée à permettre l'installation de panneaux bilingues dans les parties de l'édifice occupées par les ministères et organismes fédéraux;

6) que pour tous les édifices où il existe un tableau indicateur, le ministère insère dorénavant dans les baux, y compris ceux qu'il renouvelle, une clause stipulant qu'il y ait suffisamment d'espace à ce tableau pour que les noms, titres et services des ministères et organismes puissent y figurer dans les deux langues officielles;

d'entreprendre un relevé complet de toute la signalisation mise en place par ce ministère dans la région de la capitale nationale. Une fois cette étape préliminaire franchie, le personnel du ministère enlèvera et remplacera tous les panneaux et écriteaux jugés inacceptables.

### c) *Ministère des Travaux publics — Winnipeg*

Outre l'enquête sur les aspects visuels extérieurs des institutions fédérales dans la région de la capitale nationale, le Bureau a effectué une étude sur la signalisation relevant du ministère des Travaux publics à Winnipeg.

Cette étude s'est appuyée sur une série d'entrevues et un relevé photographique de la signalisation. Des cent panneaux examinés, moins de 20 p. 100 étaient entièrement bilingues et leur version française renfermait dans certains cas des fautes d'orthographe et d'accentuation. Les autres étaient unilingues anglais. À une exception près, les textes français et anglais des écriteaux bilingues occupaient à tour de rôle la première place, selon la langue principale de la collectivité. D'une façon générale, la signalisation des immeubles et des terrains de stationnement appartenant à des institutions fédérales de Saint-Boniface était bilingue, ce qui n'était pas le cas dans la région métropolitaine de Winnipeg.

Se fondant sur les constatations qui précèdent, le Commissaire a formulé quatorze recommandations, dont l'idée directrice était exposée par la première d'entre elles, à caractère général : que le ministère fasse en sorte que l'égalité de statut des deux langues officielles du Canada soit reflétée par l'usage du français et de l'anglais sur tous les panneaux et toutes les inscriptions qui, dans la région métropolitaine de Winnipeg, relèvent de sa compétence.

Les efforts déployés par le ministère pour mettre en œuvre les recommandations du Commissaire sont encourageants. Le comité d'information biculturelle du ministère, qui a entrepris une étude globale de la réalisation des panneaux, écriteaux et inscriptions, s'efforcera de mettre au point des normes régissant les textes bilingues. Le ministère prévoyait pouvoir, sans difficulté, respecter les délais recommandés par le Commissaire pour corriger les textes bilingues erronés et généraliser la signalisation bilingue sur les immeubles et dans les terrains de stationnement appartenant à la Couronne.

Le ministère ne souhaitait pas intervenir, sauf sur demande expresse, dans la mise en place de la signalisation utilisée pour leur usage interne par d'autres ministères et organismes situés à Winnipeg. Toutefois, comme le ministère reconnaissait sa responsabilité dans la promotion du respect de la Loi sur les langues officielles, le Bureau

nationale), relèvent du ministère des Travaux publics soient entièrement rédigés, d'ici au 30 septembre 1972, dans les deux langues officielles;

(b) que tous les panneaux, écriteaux et inscriptions extérieurs renfermant des erreurs soient corrigés, si possible d'ici le 30 juin 1972;

(c) que le ministère des Travaux publics fasse les arrangements nécessaires avec les bailleurs pour que les inscriptions qui apparaissent sur les façades des édifices occupés, dans une proportion d'au moins 50 p. 100, par des institutions fédérales, soient rédigées dans les deux langues officielles; ces arrangements devraient intervenir, au plus tard, au moment du prochain renouvellement des baux qui expirent avant la fin de l'année financière 1971-1972 (en ce qui concerne les baux de longue durée, il conviendrait que le ministère des Travaux publics demande formellement aux bailleurs concernés de procéder aux changements d'ici, si possible, au 30 septembre 1972);

(d) que la ligne de conduite que le ministère des Travaux publics s'est fixée en matière de préséance d'une langue ou de l'autre (texte anglais puis, au-dessous ou à droite, texte français dans les localités où la population est en majorité anglophone et l'inverse dans les localités dont la population est francophone) soit appliquée sans restrictions dans la région de la capitale nationale.

Depuis la fin de l'année financière, la plupart des ministères et organismes ont nettement progressé dans la mise en œuvre de nos recommandations. L'Énergie atomique du Canada liée et la Société centrale d'hypothèques et de logement ont même pu respecter les échéances proposées. Nous avons aussi appris avec satisfaction que le ministère des Communications a entrepris, à la suite de nos recommandations, de vérifier toute la signalisation intérieure et extérieure de ses bureaux à travers le Canada.

La société Eldorado nucléaire liée a mis en œuvre notre première recommandation, mais n'a pas donné suite à la seconde, parce que le nom de la Société est orthographié dans ses lettres patentes sans accents. De l'avis du président, l'addition d'accents constituerait alors une infraction aux dispositions des articles 25(2) et 26 de la Loi sur les corporations canadiennes.

Le Conseil national de recherches a annoncé que la mise en œuvre de nos recommandations était en bonne voie, tout en demandant au Commissaire de reporter au 30 juin 1972 l'échéance fixée pour la seconde recommandation, requête à laquelle le Commissaire a accédé en raison des difficultés d'ordre pratique qui ont surgi dans le cas présent.

Le ministère de l'Énergie, des Mines et des Ressources n'avait pas pu, au 31 mars 1972, présenter un rapport sur les mesures adoptées pour exécuter nos recommandations.

En ce qui concerne le ministère des Travaux publics, vu le grand nombre des écriteaux en cause, le sous-ministre a chargé son personnel

(a) que tous les panneaux, écriteaux et inscriptions extérieurs qui, dans la région de la capitale nationale (telle que définie par la Loi sur la capitale

Aussi le Commissaire a-t-il recommandé :

ce qui concerne l'installation d'écriteaux et d'inscriptions bilingues.

M. T. P., et des propriétaires donnant à bail des immeubles dans lesquels le gouvernement louait des locaux, étaient mal définies en

On a également constaté que les attributions respectives du

été jugés inacceptables.

L'enquête a porté sur 607 types d'écriteaux et inscriptions extérieurs conçus et mis en place par le ministère; de ce nombre, 181 ont

#### 9) *Ministère des Travaux publics*

(b) que tous les écriteaux comportant des erreurs soient corrigés dans les deux langues officielles, si possible d'ici au 1<sup>er</sup> novembre 1971.

(a) que tous les écriteaux et inscriptions extérieurs relevant du ministère de l'Énergie, des Mines et des Ressources dans la région de la capitale nationale soient entièrement bilingues d'ici au 30 juin 1971;

A la lumière de ce qui précède, le Commissaire a recommandé :

21 écriteaux à modifier.

unilingues anglais et trois partiellement bilingues. Cela faisait donc

tions; 27 étaient entièrement bilingues, tandis que dix-huit étaient

L'étude a porté sur un total de 48 types d'écriteaux et d'inscrip-

#### 8) *Le Ministère de l'Énergie, des Mines et des Ressources*

les dispositions de la recommandation (a) qui s'appliquent à eux.

relevant de la Société dans la région de la capitale nationale à respecter

de construction ou de réparations sur les terrains et dans les immeubles

(b) que Radio-Canada oblige tous les entrepreneurs chargés de travaux

ment bilingues d'ici au 1<sup>er</sup> novembre 1971;

(a) que tous les écriteaux et inscriptions extérieurs qui relèvent de la

Il a recommandé :

facile de remédier aux rares lacunes révélées par l'étude.

C'est avec grand plaisir que le Commissaire a loué la Société

pour ses réalisations en matière de signalisation. A son avis, il serait

ces écriteaux devaient être bilingues.

preneurs. Or le contrat ne comportait aucune clause stipulant que

installés sur les chantiers sont habituellement fournis par les entre-

L'équipe de recherche a constaté que les écriteaux temporaires

ment bilingues.

d'écriteaux examinés, deux étaient inacceptables parce que partielle-

signalisation extérieure était satisfaisante. Sur un total de 28 types

Dans l'ensemble, l'image bilingue présentée au public par la

#### 7) *La Société Radio-Canada*

(b) que tous les écritureaux comportant des erreurs soient corrigés dans les deux langues officielles, si possible d'ici au 1<sup>er</sup> novembre 1971.

(a) que tous les écritureaux et inscriptions extérieurs relevant du ministère de l'Agriculture dans la région de la capitale nationale soient entièrement bilingues d'ici au 30 juin 1972;

Le Commissaire a recommandé :

L'examen sur place de la plupart des types d'écritureaux et inscriptions extérieurs installés sur les terrains relevant du ministère de l'Agriculture dans la région de la capitale nationale a montré que, sur un total de 72 textes, 40 devaient être modifiés.

#### 6) *Ministère de l'Agriculture*

(c) que dans tous les contrats auxquels le Conseil national de recherches est partie, il soit stipulé que les entrepreneurs doivent installer des écritureaux temporaires bilingues sur les chantiers situés dans la région de la capitale nationale.

(b) que tous les écritureaux renfermant des erreurs soient corrigés dans les deux langues officielles, si possible d'ici au 1<sup>er</sup> novembre 1971;

(a) que tous les écritureaux et inscriptions extérieurs relevant du Conseil national de recherches du Canada dans la région de la capitale nationale soient entièrement bilingues d'ici au 30 juin 1972;

Le Commissaire a recommandé :

L'enquête a montré aussi que les accords conclus avec les entrepreneurs ne comportent aucune clause écrite exigeant que les écritureaux temporaires placés sur les chantiers soient bilingues.

Sur les 121 types d'écritureaux examinés, on a jugé que 94 avaient besoin d'être modifiés. Ce chiffre comprend les écritureaux unilingues anglais et ceux qui sont partiellement bilingues, ainsi que les deux écritureaux entièrement bilingues dont le texte français présente des erreurs.

#### 5) *Conseil national de recherches*

(b) que les erreurs figurant sur l'écritureau de Shirley Bay soient corrigées, si possible, d'ici au 1<sup>er</sup> novembre 1972.

(a) que tous les écritureaux et inscriptions extérieurs relevant du ministère des Communications à Shirley Bay, sur l'avenue Clyde et à Almonte soient entièrement bilingues d'ici au 30 juin 1972;

Le Commissaire a recommandé :

Les autres écritureaux inacceptables se trouvaient surtout dans des zones dangereuses pour le public.

L'apart des écritureaux placés dans les zones ouvertes au public présentait une image bilingue satisfaisante. L'un d'eux, toutefois, comportait de grossières erreurs de grammaire.

## 2) Société centrale d'hypothèques et de logement

Le relevé sur place de tous les types d'écriteaux et d'inscriptions extérieurs a révélé que la plupart de ceux qui se trouvent au siège social étaient entièrement bilingues. Les enquêteurs n'ont relevé que quatre écriteaux inacceptables — unilingues anglais — dont trois sur des terrains de stationnement, le quatrième étant un écriteau temporaire placé sur un chantier pour indiquer le nom des architectes.

Somme toute, aux rares exceptions mentionnées près, l'enquête a prouvé que la S. C. H. L. s'était fort bien acquittée de sa tâche en matière d'écriteaux et d'inscriptions bilingues.

Se fondant sur ces constatations, le Commissaire a recommandé :

(a) que tous les écriteaux extérieurs relevant de la Société centrale d'hypothèques et de logement à son siège social soient entièrement bilingues, si possible au 1<sup>er</sup> novembre 1971;

(b) que la S. C. H. L. oblige les entrepreneurs chargés des travaux de construction ou de réparation sur les lieux relevant de sa compétence dans la région de la capitale nationale à se conformer à la recommandation (a) dans le cas où elle s'applique.

## 3) *Energie atomique du Canada limitée*

L'équipe de recherche a étudié 30 types d'écriteaux et d'inscriptions. Vingt-trois d'entre eux ont été jugés inacceptables parce qu'ils étaient unilingues ou partiellement bilingues. Qui plus est, la qualité du texte français de deux écriteaux bilingues laissait à désirer. L'équipe a également noté que certaines inscriptions sur les unités mobiles n'étaient que partiellement bilingues. Enfin, un écriteau temporaire installé sur un chantier par un entrepreneur était unilingue anglais. Au cours de nos visites sur les lieux, nous avons constaté que l'E.A.C.L. avait déjà pris des mesures pour remplacer tous les écriteaux non bilingues.

S'appuyant sur ce qui précède, le Commissaire a recommandé :

(a) que le programme de l'E. A. C. L. visant à remplacer les écriteaux unilingues par des écriteaux entièrement bilingues à Tunney's Pasture et à South March soit exécuté au plus tard d'ici à la fin de septembre 1971;

(b) qu'on demande aux entrepreneurs d'installer des écriteaux entièrement bilingues sur les chantiers situés dans la région de la capitale nationale.

En outre, le Commissaire a précisé que la première recommandation s'appliquait à toutes les inscriptions, y compris à celles qui figurent sur des unités mobiles.

## 4) *Ministère des Communications*

Sur un total de 40 types d'écriteaux et inscriptions examinés aux trois emplacements relevant du ministère dans la région de la capitale nationale, dix-neuf ont été jugés inacceptables.

En conséquence, le Commissaire a recommandé :

(a) que les deux écriteaux « ELDORADO VISITORS » et « DELIVERY ENTRANCE » soient rédigés dans les deux langues officielles d'ici à septembre 1971;

(b) que l'inscription sur la façade du bâtiment devienne « ELDORADO » dès qu'on aura approuvé la décision d'adopter ce nom; au cas où l'on conserverait l'inscription actuelle, il faudrait ajouter au texte français les accents nécessaires.

# 1) Eldorado nucléaire liée

Une visite sur les lieux a révélé qu'il n'y avait en tout, sur le bâtiment et sur les terrains environnants, que cinq écriteaux et inscriptions, dont deux bilingues et les trois autres unilingues anglais.

Les constatations, pour chacun des ministères ou organismes étudiés, peuvent se résumer ainsi :

En formulant ses recommandations, le Commissaire s'est efforcé de concilier deux facteurs souvent jugés contradictoires : d'une part, le fait que l'aspect visuel des institutions fédérales situées dans la région de la capitale nationale doit strictement se conformer aux dispositions de la Loi sur les langues officielles et, d'autre part, les difficultés budgétaires et administratives qu'entraîne inévitablement la mise en pratique des recommandations. Il nous a semblé que le moyen le plus réaliste d'y parvenir consistait à fixer des délais raisonnables pour leur mise en œuvre.

Les accents sur les majuscules soulèvent un autre problème très particulier. Sans faire de recommandations fermes, nous avons proposé que, pour éviter toute erreur d'interprétation (en français un accent modifie souvent le sens d'un mot), l'on place les accents appropriés sur les majuscules.

Elles ont également révélé l'absence d'accords contractuels avec les entrepreneurs de construction, exigeant de ceux-ci qu'ils installent des écriteaux temporaires rédigés dans les deux langues; les écriteaux qui signalaient les locaux fédéraux ou qui prévoyaient le public de dangers éventuels sont en effet censés s'adresser à des usagers des deux langues officielles.

Dans l'ensemble, nos études ont mis au jour dans la région de la capitale nationale un modèle de bilinguisme imparfait où la langue française vient en seconde place.

de la Loi sur les langues officielles.

n'est cependant pas sans importance, surtout si l'on en juge par l'article 2 moins essentielle que l'existence et la correction de textes bilingues, à l'une ou l'autre des deux langues officielles. Cette considération, certes Nous avons aussi recueilli des données sur la préséance accordée

*Date d'envoi du rapport au ministère ou à l'organisme*

- 1) Eldorado nucléaire ltée 14 juillet 1971
- 2) Société centrale d'hypothèques et de logement 22 juillet 1971
- 3) Énergie atomique du Canada ltée 3 août 1971
- 4) Ministère des Communications 4 août 1971
- 5) Conseil national de recherches 4 août 1971
- 6) Ministère de l'Agriculture 5 août 1971
- 7) Société Radio-Canada 6 août 1971
- 8) Ministère de l'Énergie, des Mines et des Ressources 9 août 1971
- 9) Ministère des Travaux publics 20 septembre 1971

L'étude entreprise vers la fin de la première année financière sur le ministère des Travaux publics s'est poursuivie en 1971-1972. Après avoir constaté les limites de la compétence de ce ministère relativement à certaines parties des programmes de signalisation de quelques institutions fédérales, nous avons mené une série de huit autres études plus modestes pour compléter notre enquête sur la signalisation dans la région de la capitale nationale; cette enquête réalisée l'an dernier comportait un aperçu, à l'époque, des activités de la Commission de la capitale nationale dans ce domaine. Voici les neuf institutions dont nous avons étudié la signalisation extérieure au cours de l'année financière 1971-1972.

On a noté, dans la plupart de ces institutions, une très grande variété de « types » d'écriteaux et d'inscriptions. Par « type » de signalisation, nous entendons tous les textes à teneur identique, par exemple STATIONNEMENT INTERDIT; ainsi, ce texte n'a compté que pour un seul « type » dans nos constatations, indépendamment du nombre de fois qu'on le retrouve. En ce qui concerne le ministère des Travaux publics, il nous a été impossible de réaliser un relevé complet, car le ministère ignorait le nombre global d'écriteaux et d'inscriptions relevant de sa compétence.

Nous avons classé l'énoncé de chaque « type » d'écriteau étudié en deux catégories : « acceptable » ou « inacceptable », les inscriptions unilingues ou partiellement bilingues étant considérées comme inacceptables, au même titre que celles qui comportaient des erreurs de libellé.

Cette année, comme en 1970-1971, le Bureau du Commissaire s'est intéressé aux aspects visuels du bilinguisme fédéral dans la région de la capitale nationale.

*b) L'aspect visuel extérieur des institutions fédérales dans la région de la capitale nationale*

Loi sur les langues officielles.

(3) établit, dans ses services de la région métropolitaine de Winnipeg, le nombre de postes bilingues requis pour satisfaire aux dispositions de la Loi sur les langues officielles.

(2) prend les mesures nécessaires afin d'assurer aussitôt que possible des services bilingues au service de l'immigration de Winnipeg; et (1) poursuit très énergiquement la formation de personnel bilingue afin que tous ses services sans exception dans la région métropolitaine de Winnipeg soient pourvus à la fin des deux prochaines années d'un nombre suffisamment élevé de fonctionnaires bilingues pour que le public puisse y obtenir en tout temps des services dans l'une ou l'autre des deux langues officielles; et (d) que le ministère

habite rend publics sous forme de communiqués; d'intérêt que le Centre de la Main-d'œuvre desservant le territoire qu'ils phones de Winnipeg soient informés dans leur langue respective des nouvelles (6) que l'on s'assure que les anglophones de Saint-Boniface et les franco-des deux communautés linguistiques; et

pour le compte d'employeurs en ayant à l'esprit l'équité dans l'information et que le ministère examine la question des annonces rédigées et insérées organes d'information appropriés de la région métropolitaine de Winnipeg ministère soient diffusées dorénavant en français et en anglais par les (5) que toutes les annonces résultant de l'initiative propre des services du de traduction; et

et qu'aux bureaux régional et locaux on se prévale d'un service centralisé (4) que le personnel de soutien ne soit plus appelé à faire de la traduction personne qui doit le subir; et

(3) que dorénavant, des dispositions soient prises afin que les tests puissent être disponibles et administrés en français et en anglais, selon le choix de la personne qui doit le subir; et

menaçant pas la sécurité d'emploi du personnel sur place; et enseigner intensif à cet effet ou par tout autre moyen approprié, ne officielles d'ici six mois, soit en procurant aux préposés à la réception un avoir lieu dans tous ses services dans l'une ou l'autre des deux langues (2) que l'accueil et les premiers échanges avec le public visiteur puissent sorte qu'on réponde de façon bilingue à tous les appels téléphoniques; et

(1) que les directives émises tant par les quartiers généraux du ministère que par le Bureau régional des Prairies concernant les communications téléphoniques soient observées dorénavant par tous les services de telle sorte qu'on réponde de façon bilingue à tous les appels téléphoniques; et (c) que le ministère s'assure

l'objet de négociations avec les organismes visés; cas, la possibilité de rendre les inscriptions bilingues facile, s'il y a lieu, tombent sous l'autorité du ministère, soient bilingues, et que dans les autres niques, lorsqu'elles sont payées à même les fonds publics, ou autrement (7) pour que ses inscriptions aux prochaines éditions des annuaires télépho-

téléphoniques et la publicité. Il faisait aussi le nécessaire pour offrir des services bilingues dans le Bureau d'immigration de l'aéroport international de Winnipeg et en d'autres endroits de la région métropolitaine de Winnipeg. Le ministère a proposé mai 1973 comme date limite satisfaisante pour rendre bilingues les formules utilisées dans son bureau de Winnipeg; c'est précisément à cette date que toutes les formules du ministère devaient être normalisées et bilingues. Pour ce qui est de la recommandation du Commissaire demandant que les réceptionnistes répondent au téléphone dans les deux langues, le ministère a accepté de continuer à fournir ce service là où il existe déjà et de le fournir dans les autres bureaux où il est demandé assez régulièrement et relativement souvent.

Cinq recommandations, portant sur les contrats, les services de comptoir, la traduction, les communiqués de presse et les cours de langue sont restées en suspens à cause de problèmes techniques, et faute de temps et de ressources humaines. Le ministère assure cependant le Bureau que la mise en œuvre de ces recommandations n'a pas été complètement abandonnée, mais seulement retardée.

Le Commissaire a recommandé :

(a) que le ministère considère prioritaire la planification et le développement du bilinguisme des services au public dans ses Services de la région métropolitaine de Winnipeg;

(b) que le ministère prenne les dispositions nécessaires

(1) pour que les panneaux, les inscriptions, les affiches et les plaques soient entièrement bilingues dans toutes les installations qu'il occupe, d'ici six mois; et

(2) pour que toutes les formules unilingues utilisées comme moyens de communication avec le public soient bilingues d'ici six mois et, lorsqu'elles existent déjà séparément en français et en anglais, que d'ici trente jours les deux versions soient disponibles dans les services qui en font usage; et

(3) pour que, lorsque les textes français et anglais des publications ne sont pas publiés sous même couverture, les versions françaises soient disponibles dans un délai de trente jours à l'instar des versions anglaises, dans les Services qui en font usage dans leurs relations avec le public; et

(4) pour que la publication périodique « Manpower Review—Prairies and Northwest Territories » soit publiée dans les deux langues officielles d'ici six mois; et

(5) pour que le texte des cartes de visite des fonctionnaires soit bilingue à la fin des quatre prochains mois et qu'à cet effet le ministre guide le Bureau régional dans la sélection d'une nomenclature française pour les titres des postes; et

(6) pour que toutes les formules servant aux ententes et contrats avec le gouvernement provincial, l'industrie ou les individus soient bilingues, afin que l'entente ou le contrat puisse être dressé dans la langue officielle qu'aura choisie l'autre partie contractante; et

la capitale nationale en se penchant également sur les directives, les annonces, la traduction et les contrats.

Comme on pouvait s'y attendre, on a constaté que le caractère du bilinguisme était considérablement moins accentué dans ce bureau régional qu'à Montréal ou Ottawa-Hull. Les directives émanant d'Ottawa témoignaient que le ministère avait compris et accepté la Loi sur les langues officielles, mais l'équipe a noté de graves contradictions entre l'objectif de ces directives et leur mise en pratique par les bureaux régionaux et locaux.

L'usage du français et de l'anglais sur les écritureaux était incohérent et la signalisation ne présentait que rarement les deux langues ensemble. La documentation n'était pas toujours publiée ou offerte dans les deux langues officielles. La rédaction des textes fondamentaux des accords et contrats types susceptibles d'être passés avec le gouvernement provincial, les entreprises privées et les particuliers ne laissaient pas le choix de la langue officielle à l'autre partie contractante.

En ce qui concerne le personnel capable de fournir des services dans les deux langues officielles, onze seulement des 73 employés en rapport avec le public dans le bureau régional étaient bilingues, selon l'équipe. En outre, six seulement des neuf services en rapports fréquents avec le public étaient à même de le servir dans les deux langues officielles. Les autres centres de main-d'œuvre et le bureau d'immigration du district de Winnipeg comptaient encore moins d'employés bilingues, soit treize sur 204. Le Bureau d'immigration à l'aéroport international de Winnipeg n'était pas en mesure de fournir dans les deux langues officielles tous les services nécessaires aux voyageurs. Le ministère s'apprêtait à recenser et à créer des postes bilingues, mais n'avait encore obtenu aucun résultat notable au moment où se déroulait l'étude. Il est évident que l'inscription à des programmes d'enseignement des langues n'a pas augmenté sensiblement le nombre d'employés bilingues. Même si ceux qui ont suivi ces cours en sortaient avec le certificat de bilingues, le pourcentage total des employés bilingues ne passerait pour autant que de 6,5 à 10,9.

Le Commissaire a présenté dix-huit recommandations, axées sur le fait que de nombreuses activités du ministère ne semblaient pas tenir compte des besoins de la population francophone de Saint-Boniface. Pour celle-ci, il importe en effet tout particulièrement que les bureaux de Winnipeg puissent satisfaire ses besoins lorsqu'aucun service fédéral équivalent n'existe à Saint-Boniface.

Dans l'ensemble, la mise en œuvre des recommandations a connu des progrès satisfaisants dans le cadre du calendrier proposé par le Commissaire. À la fin de l'année 1971-1972, le ministère était en train de donner suite aux recommandations concernant la signalisation, les publications, les cartes de visite, les inscriptions dans les annuaires

L'équipe a par contre relevé plusieurs lacunes graves dans la fourniture de services bilingues au public. Les textes de publicité et d'information, de même que les annonces d'emploi, n'étaient souvent exposés et affichés qu'en anglais. En outre, le principal Centre de main-d'œuvre du Canada, à Ottawa, n'offrait pas automatiquement de services en français au comptoir, mais seulement sur demande expresse ou lorsque les clients francophones ne savaient pas parler anglais. Bien entendu, le centre offrait spontanément des services en anglais.

Se fondant sur ces constatations, le Commissaire a formulé six recommandations, qui ont toutes été acceptées par le ministère. L'une d'elles a cependant été abandonnée par la suite, à la lumière de faits nouveaux. La recommandation relative à l'affichage des annonces d'emplois est appliquée depuis le 1<sup>er</sup> juin 1971. Le ministère a fait imprimer des cartes de visite temporaires en français et met au point des cartes bilingues. Il a également réussi à amener de nombreux employeurs à présenter leur information sur les emplois dans les deux langues officielles. Enfin, le pourcentage de personnel bilingue au bureau de la rue Slater s'est considérablement accru, à la suite de programmes de recrutement et de cours de langue.

Le Commissaire a recommandé :

- (a) qu'afin de prévenir les risques de plaintes, le ministère adopte une ligne de conduite, par exemple semblable à celle de la Commission de la capitale nationale dans la région d'Ottawa-Hull, régissant l'ordre de pré-séance à observer par ses bureaux dans l'utilisation des deux langues officielles;
- (b) que les postes vacants soient annoncés sur les tableaux d'affichage dans les deux langues officielles;
- (c) que l'on remplace par des cartes de visite bilingues les cartes unilingues ou les cartes distinctes dans chacune des deux langues;
- (d) qu'afin de tendre le plus possible vers l'égalité de statut des deux langues officielles, les employeurs éventuels soient tenus de fournir dans les deux langues leur documentation et leur publicité toutes les fois qu'elles existent en deux versions, et que ces dernières soient alors exposées au public de façon à recevoir la même importance;
- (e) qu'un service distinct et spécialisé de traduction de l'anglais au français soit mis sur pied au Centre de main-d'œuvre du Canada de la rue Slater;
- (f) que les francophones soient servis automatiquement en français au Centre de main-d'œuvre du Canada de la rue Slater.

### 3) Winnipeg

Comme l'étude des activités du ministère de la Main-d'œuvre et de l'immigration à Winnipeg s'intégrait à une enquête limitée sur la « présence fédérale » dans cette région, le Bureau s'est efforcé de les examiner un peu plus à fond qu'à Montréal et que dans la région de

L'équipe de recherche a eu des entretiens avec les fonctionnaires de seize bureaux de la Main-d'œuvre et de l'immigration dans la région montréalaise. Dans l'ensemble, l'équipe a jugé très favorablement le niveau du bilinguisme dans ces bureaux. Tous les écrits, inscriptions, formules et imprimés, y compris la publicité, étaient rédigés dans les deux langues officielles. La première place était généralement accordée, comme il se doit, au français. En revanche, l'équipe a constaté que les imprimés n'étaient pas toujours également exposés dans les deux langues officielles. Elle a par contre estimé que le personnel bilingue était suffisant pour assurer un service de comptoir rapide et satisfaisant au public avec lequel il a directement affaire.

Les constatations de l'équipe ont motivé cinq recommandations du Commissaire, dont quatre ont été mises en œuvre ou devaient l'être avant la fin de l'année financière 1971-1972. Aucune suite n'était nécessaire pour la cinquième, car la documentation qu'elle visait allait bientôt cesser de paraître et ne serait donc plus à l'étalage.

Le Commissaire a recommandé :

- (a) qu'on fournisse le plus tôt possible à chaque employé intéressé des seize bureaux au service du public une carte de visite entièrement bilingue, imprimée sur une ou deux faces, le français ayant la préséance dans le premier cas;
- (b) que le ministère produise et distribue le plus tôt possible des timbres dateurs, en particulier ceux qui servent aux documents accessibles au public, la préséance au français, s'il y a lieu;
- (c) que le bureau de Dorval invite les organismes extérieurs à fournir leurs documents de publicité et d'information dans les deux langues, et que ces documents soient étalés également dans les deux langues;
- (d) que les bureaux de Laval et de Montréal-Nord veillent à ce que les publications disponibles à leurs bureaux respectifs soient étalées en tout temps dans les deux langues officielles;
- (e) que le ministère rappelle aux gérants de ses bureaux au service du public qu'ils doivent s'assurer que les standardistes, quand elles répondent à un appel téléphonique, identifient leur bureau dans les deux langues, tout en donnant la préséance au français.

## 2) Région de la capitale nationale

Les constatations ont révélé un tableau cohérent des opérations du ministère dans la région d'Ottawa-Hull. La désignation des bureaux, les tableaux et panneaux indicateurs ainsi que les autres écritureaux étaient bilingues. À quelques exceptions près, les formules, publications et autres imprimés étaient également présentés dans les deux langues officielles. Les enquêteurs ont constaté que les services d'information et de réponse au téléphone respectaient le statut d'égalité des langues officielles.

Dans les trois études, les chercheurs se sont attachés particulièrement à la désignation des locaux, à la publicité et aux autres imprimés ainsi qu'aux rapports du personnel de ce ministère avec le public.

Au cours de l'année financière 1971-1972, le Bureau du Commissaire a continué de s'intéresser, comme il avait commencé de le faire à la fin de 1970-1971, au ministère de la Main-d'œuvre et de l'Immigration. On sait l'ampleur des rapports que ce ministère a avec le public. C'est pourquoi le Bureau, liant cette considération à celle de la répartition géographique, a étudié les opérations du ministère non seulement à Montréal (comme on l'a fait dans l'étude entamée à la fin de l'année financière 1970-1971), mais aussi dans la région de la capitale nationale et dans ce qui était alors la région métropoli-

*et de Winnipeg*

a) Trois études du ministère de la Main-d'œuvre et de l'immigration à travers ses bureaux de Montréal, de la région de la capitale nationale

me à Saint-Boniface-Winnipeg et à Moncton. Enfin, conformément au désir exprimé par le Commissaire de secondar les efforts déployés par les institutions pour observer la Loi, les recommandations découlant des études ont tendu non seulement à mettre en valeur les péchés de commission ou d'omission, mais aussi à proposer les mesures qui permettraient aux institutions d'y remédier. Cette attitude accroit la tâche des équipes chargées de mener les études, car elle les oblige à étoffer l'enquête et à pousser la compréhension et l'analyse de l'organisation, des principes directeurs et des méthodes bien au-delà de ce qu'exigerait une simple « vérification ». Il n'est donc pas étonnant que plusieurs des études effectuées en cours d'année aient été déclenchées non pas à la seule initiative du Commissaire, mais parce que des institutions ont expressément demandé au Bureau de conduire une étude sur l'ensemble ou une partie de leurs activités et de les conseiller quant aux moyens de fournir au public les services bilingues requis par la Loi.

la capitale nationale, elles se sont étendues au pays tout entier et aux services à l'étranger. Alors qu'au début, elles portaient sur des bureaux régionaux ou locaux situés à certains endroits stratégiques, elles sont maintenant plutôt axées sur le centre nerveux même, c'est-à-dire l'administration centrale ou le siège, là où résident l'autorité et le pouvoir suprême et où sont prises les décisions applicables à l'ensemble des institutions. Les opérations régionales ont cependant fait l'objet d'un examen dans plusieurs cas, soit dans le cadre d'une étude portant sur l'administration centrale, soit séparément, afin de provoquer des réformes dans des régions où elles étaient particulièrement nécessaires, comme

Les conceptions et les méthodes ont continué à gagner en précision au cours de la deuxième année et les études ont élargi et approfondi leur champ d'application. D'abord concentrées sur la région de

L'année passée en revue dans le premier rapport a été une période d'organisation initiale et de mise au point d'un *modus operandi* pour les tâches à accomplir. Les études conduites au cours de cette période revêtaient donc en quelque sorte un caractère provisoire et expérimental.

### 3. *Nouvelles études entreprises en 1971-1972*

que le service de sécurité de la BFC d'Uplands soit doté d'un personnel bilingue suffisant pour fournir des services en français et en anglais à l'entrée principale de la base, surtout le jour et le soir.

#### 10) *Visiteurs*

nom de l'économat comportent une clause relative à la prestation de services bilingues;

(b) que les accords conclus à l'avenir par le commandant de la base au visés, à fournir ou offerts par les concessionnaires, doivent être bilingues; et armées soit modifiée par l'intégration d'une clause stipulant que les services (a) que l'annexe « A » de l'ordonnance administrative 29-5 des Forces

#### 9) *Contrats de location et d'exploitation*

(c) que l'escadron veille à désigner comme bilingues un nombre suffisant de postes dans ses effectifs, afin d'être mieux en mesure de fournir des services bilingues à l'occasion des opérations et manœuvres militaires aux-elles participent des unités francophones;

(b) que tous les écrans affichés dans les compartiments passagers et fret des avions de cet escadron afin de renseigner ou d'orienter les voyageurs soient rédigés dans les deux langues; et

(a) que l'on applique aussi aux avions de cet escadron la recommandation 7) (a) énoncée plus haut;

#### 8) *436<sup>e</sup> escadron de transport*

(b) que l'escadron veille à désigner dans ses effectifs un nombre suffisant de postes bilingues, afin de pouvoir offrir des services dans les deux langues pendant tous les vols passagers; à cet effet, comme l'escadron ne comptera vraisemblablement pas beaucoup d'officiers bilingues, il est recommandé d'essayer tout particulièrement de désigner comme bilingues tous les postes de steward à bord des avions. Il conviendrait de préférence, pour réaliser rapidement cet objectif, de dispenser tout d'abord aux préposés actuels des cours de français accélérés et nettement fonctionnels;

(a) que l'on s'efforce sérieusement d'assurer l'égalité de statut des deux langues officielles en apposant des inscriptions bilingues de chaque côté du fuselage des avions — des photos ou des films largement diffusés dans le public par la presse et la télévision pourraient ainsi amplement témoigner des efforts déployés par le ministère pour promouvoir le bilinguisme;

#### 7) *412<sup>e</sup> escadron de transport*

Quelques recommandations restaient en suspens. Dans certains cas, la base ne fournissait pas encore des services complets dans les deux langues, en raison du manque de personnel bilingue. Le ministère de la Défense nationale a fait savoir qu'il était impossible pour l'ins-tant de créer un service de traduction sur place, mais que des dispo-sitions avaient été prises pour répondre aux besoins de la base dans ce domaine. Il restait encore à bilinguiser certains écrits, ce qui devait se faire avant l'été 1972. Quant aux inscriptions sur les avions, elles n'étaient pas encore bilingues, mais le seront d'ici à décembre 1972.

Le Commissaire a formulé les recommandations suivantes :

### 1) *Administration*

qu'on entreprenne une étude détaillée de la structure de la base afin de dé-terminer les secteurs qui se prêtent à la prestation de services dans les deux langues officielles, et que la base élabore un plan et mette en œuvre un programme assorti de délais d'exécution pour la mise en place de ces services;

### 2) *Conseiller en bilinguisme*

qu'un officier supérieur soit officiellement désigné conseiller en bilinguisme de la base et connu comme tel; le titulaire devrait normalement être l'officier d'administration de la base;

### 3) *Services de traduction*

qu'un traducteur de l'anglais au français et, par voie de conséquence, une secrétaire auxiliaire bilingue, soient affectés à la base à plein temps;

### 4) *Signalisation*

En ce qui concerne les écrits en général,

(a) que tous ceux qui se trouvent à l'extérieur soient bilingues au 1<sup>er</sup> septembre 1971; et  
 (b) que pour tous les autres, on s'efforce en priorité de rendre bilingues les écrits relatifs à l'économat et ceux qui s'adressent aux personnalités et autres visiteurs;

### 5) *Services destinés aux employés civils*

que le poste actuellement vacant au bureau de l'agent du personnel civil de la base soit classé bilingue et qu'il y soit pourvu à bref délai afin de doter ce bureau d'une véritable compétence bilingue;

### 6) *3<sup>e</sup> unité des mouvements aériens*

(a) que tous les panneaux de circulation et de stationnement menant au terminus des passagers ou placés dans la proximité immédiate de celui-ci soient rédigés dans les deux langues;  
 (b) que tous les écrans qui se trouvent à l'intérieur du terminus des passagers soient bilingues au 15 août 1971;

(c) que toutes les annonces, notamment celles relatives aux vols, se fassent dans les deux langues officielles; et  
 (d) que l'on corrige le texte français du questionnaire ronéotypé distribué aux voyageurs à destination d'outre-mer;

Néanmoins, l'équipe a constaté, lors de sa visite à la base, qu'un certain nombre d'écriteaux étaient unilingues anglais.

Sur le plan administratif, l'équipe de recherche a estimé que la direction de la base n'avait pas assez nettement précisé ses objectifs en matière de bilinguisme et n'avait clairement défini aucun programme pour les réaliser; de même, il n'y avait aucun officier chargé de coordonner le programme de bilinguisme de la base.

En outre, pour la traduction, la base dépendait du ministère de la Défense nationale, arrangement qui ne lui permettait pas de faire face à ses besoins réels dans ce domaine.

Deux postes sur trois, au bureau du personnel civil, étaient occupés par des employés unilingues anglais, le troisième étant provisoirement vacant. Diverses formules à l'usage de postulants ou d'employés étaient bilingues, mais les entrevues et les explications relatives aux questions de personnel se donnaient uniquement en anglais. La 3<sup>e</sup> unité des mouvements aériens, chargée de transporter dans ses appareils le personnel militaire et les civils autorisés, ne comptait aucun officier bilingue, bien qu'une vingtaine de ses hommes fussent capables de fournir des services dans les deux langues officielles. Tous les panneaux importants de circulation et de stationnement, ainsi que ceux relatifs aux opérations dans les hangars où est logée cette unité, étaient unilingues anglais. Certains écriteaux et imprimés à l'intérieur du terminus des passagers étaient unilingues; en revanche, les cartes d'embarquement étaient bilingues. Les enquêteurs ont constaté que les annonces se faisaient habituellement en anglais, et à leur avis, même si les 412<sup>e</sup> et 436<sup>e</sup> escadrons de transport fournissaient des services plus ou moins bilingues, ils ne disposaient sans doute pas d'un nombre suffisant de membres bilingues pour que leurs équipages puissent, à chaque vol, fournir tous les services dans les deux langues officielles.

Lors de deux des trois visites effectuées à la base par l'équipe, les gardes de faction à l'entrée principale étaient unilingues anglais.

Les recommandations présentées demandaient la mise sur pied d'un programme et d'un calendrier pour l'application de la Loi, la nomination d'un conseiller en bilinguisme, un inventaire précis des besoins en personnel bilingue, la création d'un service de traduction sur place et une rédaction bilingue de tous les écriteaux et imprimés.

À la fin de l'année financière, la base avait mis en œuvre plusieurs recommandations du Commissaire, notamment toutes celles qui proposaient des dates limites. Non seulement elle avait généralisé l'emploi des écriteaux bilingues et fait imprimer toute la documentation dans les deux langues, mais encore elle avait établi un programme de fourniture de toute la gamme des services bilingues nécessaires, nommé un conseiller en bilinguisme et engagé un employé bilingue pour le bureau de l'agent du personnel civil de la base.

2) que Statistique Canada mentionne expressément, dans tout texte destiné à informer les candidats au poste de commissaire ou de représentant et dans les directives adressées aux commissaires et aux représentants choisis, les exigences de la Loi sur les langues officielles qui s'appliquent à leurs fonctions;

3) que Statistique Canada veille à ce que les affiches publicitaires utilisées pour les recensements, qui sont envoyées aux Bureaux régionaux, soient présentées au moins aux endroits mentionnés à l'article 9 de la Loi sur les langues officielles, de manière à ce que l'égalité de statut entre les deux langues officielles soit respectée.

Pour la Division de l'Information (Section des renseignements), le Commissaire a recommandé :

4) que Statistique Canada fasse inscrire son nom en français et en anglais dans la prochaine édition de l'annuaire des téléphones d'Ottawa-Hull;

5) que Statistique Canada prenne, avant la fin de l'année financière (31 mars 1972), les mesures nécessaires pour assurer aux services fournis en français par la Section des renseignements de la Division de l'Information une qualité égale à celle des services fournis en anglais.

Pour le Programme des publications, le Commissaire a recommandé :

6) que Statistique Canada établisse, avant la fin de l'année financière (31 mars 1972), un plan intégré qui lui permettrait de mener à bien, dans des délais précis, la traduction des bulletins qui ne sont pas encore publiés dans les deux langues officielles;

7) que Statistique Canada invite un représentant des Services de traduction à participer, ne serait-ce qu'à titre d'observateur, aux réunions du Comité consultatif des publications.

c) *Ministère de la Défense nationale — Base des Forces armées, Uplands, Ottawa*

Comme nous l'avons indiqué dans le rapport annuel de 1970-1971, le Commissaire a lancé une étude des aspects visuels et non visuels du bilinguisme à la base militaire d'Uplands. L'équipe de recherche a interrogé une vingtaine d'officiers et a visité, à l'intérieur de la base, les lieux où l'on offrait des services au public.

La base d'Uplands s'efforçait, à l'époque, de mettre en pratique certaines des mesures d'ensemble adoptées par les Forces armées pour favoriser l'implantation d'un bilinguisme institutionnel. Ces mesures portaient essentiellement sur les aspects visuels. La base avait fait des efforts méritoires pour mettre en place des écrans bilingues, surtout des panneaux de signalisation, et pour veiller à ce que l'économat de la base (CANEX) fasse rédiger dans les deux langues officielles les annonces relatives aux marchandises et offre des services bilingues.

Un sondage a révélé qu'au téléphone le personnel de la Section n'identifiait pas toujours l'organisme dans les deux langues officielles, procédait pourtant essentiellement si l'on veut que la personne qui appelle sache quelle a le choix entre le français et l'anglais. Par ailleurs, les employés unilingues de la Section n'utilisaient pas de phrase type dans la langue officielle qu'ils ne connaissent pas pour passer l'appel à un fonctionnaire pouvant s'exprimer dans la langue de l'interlocuteur. Enfin, Statistique Canada n'était indiqué qu'en anglais dans l'annuaire des téléphones d'Ottawa-Hull.

La Division de l'Annuaire s'occupe principalement de la préparation de l'*Annuaire du Canada* et de *Canada*. Les difficultés que semblait avoir la Division, au moment des interviews, à obtenir des textes français de bonne qualité s'étant aplanies, du moins provisoirement, avant la fin de l'étude, le Commissaire a estimé qu'il conviendrait de réexaminer cet aspect de l'activité de Statistique Canada à une date ultérieure. L'examen du catalogue (édition 1968) de Statistique Canada a révélé que 153 bulletins et ouvrages de référence n'étaient publiés qu'en anglais. Le Commissaire a souligné l'absence d'un plan qui aurait permis à l'organisme de mener à bien, dans des délais raisonnables, la traduction de ces publications. Il a en outre estimé que la participation — ne serait-ce qu'à titre d'observateur — d'un représentant des Services de traduction aux réunions du Comité consultatif des publications serait souhaitable.

Le Statisticien en chef, au cours des consultations qui ont eu lieu à la suite de l'étude, a accepté les recommandations formulées par le Commissaire, ainsi que les délais proposés pour leur application. Les deux parties sont en outre convenues d'étudier ensemble les aspects de la préparation du recensement de 1976 susceptibles d'être touchés par la Loi sur les langues officielles. A propos du programme des publications, le Statisticien en chef, tout en reconnaissant le bien-fondé de la recommandation qui s'y rapporte, a souligné le fait que Statistique Canada avait accompli d'importants progrès dans ce domaine, ce qui est certes indéniable. En fait, le plan mis au point par l'organisme prévoit que d'ici à mars 1974, tous les bulletins qui sont présentement publiés, ainsi que les nouveaux titres, seront disponibles dans les deux langues. Ce plan, toutefois, n'inclut pas les ouvrages et périodiques unilingues publiés par le passé. Seules les réimpressions et les rééditions seront bilingues.

Pour la Division du recensement, le Commissaire aux langues officielles a recommandé :

1) que Statistique Canada, pour les prochains recensements, ne recrute que des commissaires au recensement capables d'accomplir, aux endroits mentionnés à l'article 9 de la Loi sur les langues officielles, leur tâche dans les deux langues officielles;

quête relative à la Division du recensement n'avait pas pour but, vu la proximité du recensement, d'influer sur le déroulement de l'opération alors en cours; elle visait plutôt la préparation des recensements ultérieurs.

L'équipe chargée de l'étude a interviewé à sept reprises les fonctionnaires de Statistique Canada désignés par le Statisticien en chef. Les données ainsi recueillies furent complétées par un sondage des services téléphoniques et un examen documentaire fouillé.

En ce qui concerne la Division du recensement, l'attention du personnel du Commissaire s'est portée sur les imprimés (questionnaires, formules, manuels de formation, etc.) utilisés pour le recensement, sur la campagne publicitaire menée à cette occasion, sur les commissaires au recensement, sur certains aspects de la livraison des questionnaires du recensement et sur une partie de l'activité épistolaire de la Division. Le personnel du Commissaire a constaté que la Division avait préparé les imprimés et le matériel publicitaire de façon satisfaisante au point de vue de la Loi sur les langues officielles. Seule, la distribution même des affiches publicitaires à travers le pays laissait un peu à désirer. La correspondance examinée était irréprochable, la Division répondait dans tous les cas dans la langue du correspondant.

En revanche, les observations relatives aux commissaires au recensement et au mode de livraison des questionnaires ont incité le Commissaire à recommander des mesures correctives. Nous avons constaté que Statistique Canada n'accordait pas toute l'attention voulue aux exigences linguistiques qui devaient s'attacher aux postes des 1 920 commissaires au recensement et que les personnes choisies pour la région de la capitale nationale ne pouvaient pas, dans tous les cas, assurer des services bilingues. Il est bien entendu que la nomination des commissaires relève, en vertu de l'article 5, paragraphe 1, de la Loi sur la statistique, du Ministre de l'Industrie et du Commerce. Statistique Canada, toutefois, a la possibilité, au moment de la sélection des candidats, non seulement de définir les qualités nécessaires de ces derniers mais encore de refuser ceux qui ne remplissent pas les conditions exigées.

Les problèmes relatifs au système de livraison des questionnaires ont été présentés dans le rapport spécial que le Commissaire a adressé au Parlement le 21 juin 1971. Si la Section des renseignements de la Division de l'information est de dimensions modestes (cinq personnes y travaillaient au moment de l'étude), elle n'en joue pas moins un rôle important dans les rapports directs qu'entretient Statistique Canada avec le public dans son ensemble. La vérification a porté, d'une part, sur les lettres expédiées et, d'autre part, sur la qualité des services téléphoniques. Ici encore, les lettres étaient rédigées dans la langue du correspondant. Toutefois, les lettres françaises renfermaient des solécismes qui, quoique peu nombreux, n'en revenaient pas moins régulièrement.

Pour la division « A », le Commissaire aux langues officielles a re-

commandé :

1) que des services bilingues soient offerts au public à la Monnaie royale canadienne d'Ottawa pendant les heures de la journée où les visites sont autorisées;

2) que tous les membres de la Gendarmerie en faction sur la colline parlementaire pendant les heures de la journée où la colline est ouverte au public soient bilingues; qu'on veille tout spécialement à renforcer l'effectif bilingue lorsqu'un vaste public assiste sur la colline à des manifestations patriotiques ou autres événements importants (le 1<sup>er</sup> juillet, par exemple); qu'en de telles occasions, les agents emploient les deux langues officielles pour donner des instructions verbales au public;

3) que le garde de la Cour de la citoyenneté soit bilingue;

4) que la garde effectuée devant la résidence du gouverneur général et devant celle du premier ministre soit assurée par des membres bilingues pendant l'équipe de jour;

5) que des services bilingues soient fournis 24 heures sur 24 au public par les agents de la C. C. N. qui régissent la circulation, par ceux qui surveillent les parcs de stationnement du gouvernement et par les patrouilles en auto-neige;

6) que des services bilingues soient offerts au public 24 heures sur 24 par les agents qui patrouillent sur des vedettes à Kingston, Long-Sault et Sault-Sainte-Marie;

7) que des services bilingues soient assurés au public au moins par les détachements qui relèvent de la sous-division de North-Bay et qui opèrent dans des régions où 10 p. 100 au moins de la population est francophone;

8) que des services bilingues soient assurés à l'Edifice de l'Est et à l'Edifice de la Justice où des commissionnaires font office de réceptionnistes; pendant la majeure partie du temps où ces édifices sont ouverts au public;

9) que des services bilingues soient assurés au public dans tous les parcs de la C. C. N. où les gardiens relèvent de la division « A ».

#### b) *Statistique Canada*

Comme indiqué dans le premier rapport annuel, le Commissaire avait amorcé, au cours de l'année financière 1970-1971, une étude sur Statistique Canada (Bureau fédéral de la Statistique, à l'époque). Il s'agissait d'observer, dans le cadre d'une étude partielle, quelques-uns des aspects de l'activité de Statistique Canada qui entraînent pour cet organisme des contacts avec un public aussi large que possible. C'est pourquoi l'étude a été axée sur les Divisions de l'information et de l'Annuaire, groupées dans le service Utilisation des statistiques et information, sur la Division du recensement, à la Direction de la statistique sous-économique, et sur le programme des publications de Statistique Canada.

Le début de l'étude - février 1971 - coïncidait avec les préparatifs du recensement décennal du 1<sup>er</sup> juin 1971. Toutefois, la partie de l'en-

contrôle d'un programme homogène destiné à assurer l'observation, à tous les points de vue, de l'esprit et de la lettre de la Loi sur les langues officielles par tous les sièges et services extérieurs de la Gendarmerie sans que soit portée atteinte, en aucune façon, à la sécurité d'emploi et aux possibilités d'avancement des membres et des employés actuels de la Gendarmerie;

3) qu'il assume cette charge au moins jusqu'à ce que la Gendarmerie se soit conformée effectivement à l'esprit de la Loi et à toutes ses dispositions applicables;

4) que des mesures soient prises immédiatement à la Direction générale et à la division « N » pour que les services de réception, de réponse au téléphone, de garde et de renseignements généraux soient offerts dans les deux langues officielles sans que ces mesures menacent en aucune manière la sécurité d'emploi des membres et des employés actuels;

5) que l'instauration du bilinguisme visuel soit accélérée pour que les insignes métalliques sur les épaulettes d'uniformes, les écussons sur les voitures, les écriteaux placés à l'intérieur et à l'extérieur, les plaques et les inscriptions puissent paraître, dans les meilleurs délais, partout au Canada, l'image bilingue d'une institution fédérale;

6) qu'un effort concerté soit fait pour déterminer le niveau de compétence dans la langue seconde nécessaire au fonctionnement de la Gendarmerie royale du Canada, et pour établir ses besoins en effectifs bilingues, partout au pays, pour qu'elle puisse se conformer à l'esprit et à la lettre de la Loi, notamment en ce qui concerne les services à offrir aux voyageurs à ce même niveau de compétence;

7) que l'on étudie le programme du ministère de la Défense nationale visant à généraliser le bilinguisme au sein des Forces armées pour voir s'il peut être adapté aux besoins de la G. R. C., en particulier dans ces aspects qui favorisent la mise sur pied et l'entretien d'un effectif bilingue suffisant dans tout le Canada, ainsi que l'affectation librement consentie de bilingues francophones accompagnés de leurs familles à des postes situés dans des régions anglophones, et vice versa;

8) que les fichiers centraux du personnel indiquent non seulement la qualité bilingue des membres, mais encore la langue dans laquelle ces derniers désirent que leurs enfants fassent leurs études, pour qu'il en soit tenu compte au moment de l'affectation;

9) que l'on songe sérieusement non seulement à l'apprentissage linguistique comme on le fait à l'heure actuelle, mais aussi à l'amélioration et à l'entretien, au moyen de cours, des connaissances acquises, pour que l'investissement consacré à augmenter le personnel bilingue par recrutement ou formation ne soit pas perdu ultérieurement par suite de déficiences linguistiques ou faute d'occasions de se servir de la langue nouvellement acquise (plusieurs autres organismes fédéraux comme Radio-Canada, la S. C. H. L., le ministère du Revenu national (Division de l'impôt), le Bureau des langues, etc., se sont déjà intéressés au problème du maintien de l'acquis);

10) que les contrats passés entre la G. R. C. et les provinces et municipali-

tés soient rédigés dans les deux langues officielles lors de leur renouvellement.

phones pour des postes en dehors du Québec, à cause de son image publique essentiellement anglaise et du nombre insuffisant de monteurs de langue française pour dispenser l'instruction de base et les cours de perfectionnement. L'affectation de francophones dans les régions extérieures au Québec présentait des difficultés, en raison des problèmes qui se posent pour intégrer une famille dans une nouvelle collectivité et assurer un enseignement en français aux enfants. En réalité, la plupart des francophones de la G. R. C. sont en service au Québec et préfèrent y rester. Un autre corollaire du caractère fondamentalement anglophone de l'institution est le risque pour les nouveaux employés francophones de ne pas pouvoir travailler en français, tous les services internes, les cours et les possibilités d'avancement étant essentiellement offerts en anglais.

Au moment où se déroulait l'étude, la G. R. C. dressait un inventaire de son effectif bilingue et déterminait ses besoins en la matière. Elle allait soumettre sous peu ses membres à des tests destinés à vérifier leurs compétences linguistiques et avait commencé à faire le nécessaire pour regrouper des données dans ce domaine. De plus, elle s'occupait d'établir, conformément aux taux fixés par le Conseil du trésor, des postes « bilingues » dans la région de la capitale nationale. Les chefs des divisions extérieures à la région de la capitale nationale devaient également faire connaître avant le 1<sup>er</sup> avril 1971 leurs besoins en personnel bilingue.

Sur la foi des conclusions de l'étude, le Commissaire a présenté dix recommandations à la Direction générale de la G. R. C. et à la division « N », et neuf recommandations à la division « A »; elles portaient sur tous les aspects des services offerts au public. Lors de l'étude complémentaire menée par le Bureau à la fin de mars 1972, la G. R. C. était en mesure d'annoncer que la Direction générale et la division « N » avaient mis en œuvre sept recommandations et étaient en train de donner suite aux trois autres. Une négociation s'est même instaurée entre les différents paliers de gouvernements sur la façon d'appliquer l'une de nos recommandations, relative aux inscriptions sur les automobiles. Quant à la division « A », elle a fait savoir qu'elle avait exécuté six des neuf recommandations avant la fin de l'année financière 1971-1972, et qu'elle travaillait aux trois autres. Pour la Direction générale et la division « N », le Commissaire aux langues officielles a recommandé :

1) que soit nommé un officier qui relève directement du Commissaire de la Gendarmerie ou d'un comité composé du Commissaire et de deux sous-commissaires;

2) que ce même officier ait pour fonction unique ou principale de veiller à la planification centralisée, à la mise en œuvre, à la coordination et au

terminée au début de l'année suivante. C'est le 14 mai 1971 que le Bureau a fait parvenir au Commissaire de la G. R. C. les constatations et les recommandations en découlant. Si le Bureau a choisi cette institution comme objet d'étude, c'est en raison de son ubiquité nationale et de l'ampleur des rapports qu'elle a avec le public dans tout le pays.

L'étude portait sur deux secteurs : d'une part, la direction générale de la G. R. C. et la division « N » ; de l'autre, la division « A ». Tant la direction générale que ces deux divisions ont leur siège à Ottawa ou dans les environs. Du 17 février au 31 mars 1971, l'équipe a interrogé 25 personnes à la direction générale et à la division « N », et 20 autres à la division « A ».

L'étude impliquait une vérification des politiques de la direction en matière de bilinguisme et s'attachait aussi à la prestation de services dans les deux langues officielles aux voyageurs et au grand public. Le Bureau voulait ainsi aider la Gendarmerie royale à réaliser le bilinguisme institutionnel et à atteindre le niveau de service en français et en anglais requis par la Loi sur les langues officielles, de même qu'à projeter une image bilingue de l'organisation dans tout le Canada. L'équipe s'est particulièrement intéressée aux points suivants : les moyens de porter le plus rapidement possible la capacité linguistique au niveau voulu, par le recrutement et l'affectation judicieuse du personnel francophone et par le recours nettement accru à des programmes de cours de langue et de maintien de l'acquis; la prestation de service dans les deux langues officielles, à travers les aspects visuels du bilinguisme (panneaux et écriteaux, insignes et sigles sur les véhicules et les uniformes); les services d'information bilingues, à travers les réponses au téléphone, la correspondance et les rapports personnels avec le public; enfin, la rédaction dans les deux langues officielles des contrats conclus avec les provinces et les municipalités.

La G. R. C. est une institution fédérale dont le caractère exceptionnel tient à l'étendue de ses pouvoirs et attributions qui, en fait, débordent le ressort d'une seule instance. Aux yeux du grand public, la Gendarmerie royale est uniquement une institution fédérale, alors qu'en réalité, dans toutes les provinces sauf le Québec et l'Ontario, elle joue le rôle de police provinciale et, dans bien des localités, celui de police municipale. Elle relève alors du procureur général provincial ou des autorités locales, ou bien des deux à la fois. Or, le Bureau estime que les touristes et autres voyageurs ne font pas cette distinction entre les rôles fédéral, provincial ou municipal de la G. R. C. et considèrent nettement l'uniforme comme le symbole d'un corps fédéral.

Au moment de l'étude, l'effectif de la G. R. C. comptait 10 p. 100 de francophones, alors que 28 p. 100 de la population du Canada est francophone. L'institution parvenait difficilement à recruter des franco-

Les Musées nationaux ont fait savoir au Bureau qu'ils s'efforçaient

de mettre en œuvre la recommandation portant sur la traduction des ouvrages scientifiques, mais que des considérations d'ordre budgétaire entravaient leurs efforts. Les dirigeants des musées ont consulté le Bureau des traductions au sujet de la recommandation qui propose l'intégration d'un service spécial de traduction à l'organisation des musées. Pour le moment, les Musées nationaux continuent de recourir aux services du Bureau des traductions, qui ont été adaptés à leurs besoins précis.

d) *Commission de la capitale nationale – Signalisation extérieure, région de la capitale nationale*

La Commission de la capitale nationale a rapidement donné suite aux recommandations consécutives à l'étude que le Service a consacrée à la signalisation extérieure relevant de la C. C. N.; de fait, elle a mis en œuvre deux des recommandations avant la date limite fixée dans notre rapport.

Le 6 août 1971, la Commission nous informait que la section « Conditions spéciales » de tous ses contrats comportait maintenant une clause ainsi rédigée : « Toute la signalisation extérieure installée par l'entrepreneur doit être bilingue et approuvée par la C. C. N. ». Enfin, avant la fin de la période considérée, la Commission nous a fait savoir qu'elle avait corrigé ou modifié tous les écriteaux extérieurs jugés insatisfaisants et mis au point une nouvelle méthode de contrôle interne pour l'enregistrement des textes.

2. *Les études commencées l'an dernier*

Comme nous l'avons signalé au début du chapitre, le Service a poursuivi activement les études entamées et non terminées l'année précédente, soit cinq, et a réussi à les achever. Les raisons du choix de ces institutions et des méthodes d'enquête sont brièvement exposées dans le premier rapport annuel. Les résumés qui suivent rendent compte des conclusions, des recommandations et des suivis de trois études entamées l'année dernière. Deux autres, traitant des ministères de la Main-d'œuvre et de l'Immigration à Montréal et des Travaux publics à Ottawa, sont incluses dans la section « Nouvelles études entreprises en 1971-1972 », puisqu'elles constituent des éléments d'études entreprises en 1971-1972.

a) *Gendarmerie royale du Canada — Direction générale, Divisions « N » et « A »*

Notre premier rapport annuel n'a parlé que très sommairement de cette étude, entamée vers la fin de l'année financière 1970-1971 et

Avant la fin de l'année financière, des fonctionnaires du ministère ont assuré le Bureau qu'on faisait le nécessaire, notamment par le recrutement de personnel multilingue, pour que les annonces de caractère général faites sur haut-parleurs par le personnel du ministère des Transports à l'aéroport de Toronto soient diffusées dans les deux langues officielles. Or, un mois plus tard, le Bureau était saisi d'une plainte solidement étayée, qui démontrait nettement qu'on n'avait pas résolu le problème.

De même qu'à l'aéroport d'Ottawa, les progrès accomplis pour inciter les concessionnaires à assurer des services bilingues aux voyageurs ont été très peu sensibles. Le ministère a déclaré que, comme la plupart des contrats en vigueur régissant les services fournis par des concessionnaires à l'aéroport de Toronto n'expirent qu'en 1974, il n'aura pas l'autorité légale nécessaire pour imposer des services bilingues tant que ne sera pas venu le moment de renégocier les termes de ces contrats. Les représentants du ministère ont assuré le Commissaire que tous les baux signés à l'avenir comprendront une clause de service bilingue, « si l'on considère cela souhaitable dans l'intérêt public ». De l'avis du Commissaire, « l'intérêt public » en l'occurrence est stipulé dans la Loi et ce n'est pas aux ministères fédéraux de décider quand il y a lieu de l'appliquer.

La réserve formulée quant aux baux futurs a conduit le Bureau et le ministère à étudier ce qu'est une « demande importante » de services dans tout le pays. Il importe que le ministère adopte à cet égard une politique claire, car ses responsabilités envers les voyageurs s'étendent à 88 aéroports au Canada. En outre, dans son rapport sur l'aéroport international de Toronto, le Commissaire a expressément invité le ministère à appliquer dans les sept autres aéroports internationaux. Le Commissaire n'a pas eu connaissance que le ministère ait donné suite à cette invitation.

### c) *Musées nationaux*

Comme nous l'avons indiqué dans notre premier rapport annuel, le Service a, durant l'année financière 1970-1971, mené une étude sur les Musées nationaux du Canada.

Des contrôles ultérieurs ont révélé que les recommandations visant les services de guides, les conférences publiques et la signalisation dans les bibliothèques des musées avaient toutes été suivies. Le Musée national des sciences et de la technologie se heurtait encore à des difficultés dans la mise en œuvre des recommandations sur les notices explicatives et les écritaux. Cependant, la revue effectuée par le Bureau lui permettait de croire qu'on remédierait sous peu à la situation.

Bureau a essentiellement examiné les services qui sont fournis directement par le ministère ainsi que ceux qui sont assurés par des concessionnaires ou des bénéficiaires de contrats installés dans des locaux du ministère.

## 1) Ottawa

Au cours de l'année financière, le ministère a pris des mesures tardives mais systématiques pour remédier à presque toutes les lacunes relevées à l'aéroport international d'Ottawa en matière de signalisation intérieure et extérieure. Ses efforts pour accroître le bilinguisme chez les concessionnaires en offrant à leurs employés des cours de langue fonctionnels et entièrement gratuits n'ont pas porté fruit, tous les concessionnaires à Ottawa s'étant déclarés dans l'impossibilité d'accepter cette offre pour des raisons d'ordre administratif ou de personnel. Le Bureau a donc encouragé le ministère à sensibiliser ces concessionnaires aux obligations que leur impose l'article 10 de la Loi sur les langues officielles et à trouver des moyens pour les obliger à s'y conformer. Le Commissaire a rappelé qu'en vertu de la Loi, c'est au ministère qu'il appartient au premier chef de s'assurer qu'une clause de services bilingues figure dans les contrats visant l'aéroport et de veiller à son respect. Il ne reconnaît pas le bien-fondé de toutes les difficultés administratives invoquées par le ministère; il faut absolument les surmonter si l'on ne veut pas qu'un bilinguisme de façade s'installe au centre géographique même de la réforme linguistique. A la fin de l'année, le ministère n'avait pas encore modifié la signalisation des kiosques où l'on offre aux passagers des services de postes, de change et d'assurance.

## 2) Toronto

Au cours de l'année financière, des collaborateurs du Commissaire ont eu plusieurs entretiens avec des fonctionnaires du ministère afin de vérifier les suites données aux recommandations visant l'aéroport international de Toronto. Au 31 mars 1972, le ministère n'avait toujours pas réussi à bilinguiser toute la signalisation intérieure et extérieure, alors que la date limite fixée par le Commissaire était le 1<sup>er</sup> septembre 1971. Qui plus est, au moment de la rédaction du présent texte, soit un an et demi après avoir reçu le rapport et les recommandations du Bureau, le ministère en est encore à faire des promesses au Commissaire au lieu d'offrir une signalisation adéquate aux voyageurs; il plaide, pour justifier ce long retard, des raisons d'ordre technique et budgétaire. Tout en reconnaissant la validité de certains des facteurs invoqués, le Commissaire juge ce long retard inacceptable, d'autant plus que le ministère, comme les autres institutions fédérales ayant affaire aux voyageurs, est assujéti depuis septembre 1969 aux dispositions très strictes de l'article 10 de la Loi sur les langues officielles.

C'est par des contacts fréquents et réguliers établis avec les organismes et les institutions pour suivre les progrès de l'application des recommandations du Commissaire que le Bureau surveille la mise en œuvre des réformes. Les institutions qui suivent ont fait l'objet d'études au cours de l'année financière 1970-1971. Notre premier rapport annuel a fait état de ces études et, dans certains cas, des suites données à nos recommandations au cours de l'année financière 1970-1971. Nous rendons compte ci-après des suites données en 1971-1972 à nos recommandations par quatre de ces institutions.

#### a) *Air Canada - Ottawa*

Notre premier rapport annuel donne le résumé d'une étude (menée en 1970-1971) des services bilingues offerts au public et de l'image projetée par la Société sur le plan du bilinguisme dans ses locaux de la région de la capitale nationale. A l'occasion d'une vérification ultérieure, la Société a fait savoir quelle avait pris, au 1<sup>er</sup> février 1972, des mesures pour donner suite à nos recommandations; en voici la liste :

1) Toute la signalisation qui se trouve dans l'aéroport et aux portes d'embarquement a été rendue bilingue; un nouveau tableau des arrivées et départs, entièrement bilingue, a été installé à l'aéroport.

2) Tous les panneaux et écriteaux en place dans les bureaux du centre-ville (alors rue Sparks et au Château Laurier), ainsi que la publicité, les étalages et les brochures, étaient devenus bilingues.

3) Toutes les annonces relatives aux vols se font maintenant à partir des portes d'embarquement; tous les préposés à ces portes sont bilingues, à part quelques rares exceptions lors des équipes du soir et de minuit. Les annonces des vols à destination de Montréal ou de Québec se font habituellement d'abord en français.

4) Depuis la création du cours spécial de langue destiné aux employés en contact avec le public (120 heures dispensées pendant le service), 30 de ces employés, cinq de leurs surveillants immédiats et deux commis aux écritures ont suivi cet enseignement. Vingt-neuf autres agents en relation avec le public, dont seize en poste à l'aéroport, bénéficieraient de ces cours en 1972-1973. En outre, des cours du soir gratuits sont offerts à tous les employés en rapport avec le public qui ont suivi avec succès le cours de 120 heures, afin de leur permettre de parler couramment, pour les besoins de leur travail, les deux langues officielles.

#### b) *Ministère des Transports - Aéroports internationaux d'Ottawa et de Toronto*

Deux des premières études entreprises par le Bureau en 1970-1971 portaient sur les services qu'offre le ministère des Transports aux voyageurs dans les aéroports internationaux d'Ottawa et de Toronto. Le

par nécessité, soit pour répondre à une demande extérieure, portait à l'examen des structures et des méthodes administratives et techniques d'une institution donnée.

Ces recommandations ont en commun un certain fil conducteur, d'ailleurs nécessaire, puisque jusqu'ici toutes les études ont visé essentiellement à établir si l'institution sert ses usagers dans la langue officielle de leur choix, et dans quelle mesure elle le fait. Mais le nombre des moyens dont dispose une institution fédérale pour ce faire est limité. En gros, on peut répartir ces services selon leurs aspects visuels et humains (relations avec le public). L'étude porte tout d'abord sur le comportement de l'institution proprement dite puis, si l'y a lieu, sur celui de ses concessionnaires. En respectant cet ordre, on commence habituellement par étudier les aspects visuels avant d'aborder la question plus délicate et plus compliquée du recrutement, de la mobilisation et de l'affectation du personnel possédant la compétence linguistique nécessaire pour le service que prescrit la Loi.

Les aspects visuels comprennent généralement les panneaux et écriteaux, les publications, les formulaires à l'usage du public, les annonces passées dans les media, les contrats et les cahiers des charges ainsi que des éléments moins importants qui jouent cependant un rôle, si modeste soit-il, dans la prestation des services requis et la présentation au public de l'image d'une institution fédérale disposée à les assurer et à même de le faire. Bien entendu, l'existence et la qualité des services de traduction, ainsi que leur rapidité, sont des facteurs importants qui doivent également entrer en ligne de compte.

Bien qu'on puisse commodément classer les questions de personnel sous trois rubriques principales : recrutement, enseignement des langues et affectation, les problèmes que pose ce secteur sont les plus difficiles à cerner et ils se prêtent rarement à des solutions à court terme. Les principes intégrés dans les conventions collectives et le rôle joué par une institution dans la physiologie de l'emploi au sein d'une collectivité limitent fréquemment les possibilités de solution que pourraient apporter la mobilité et le recrutement du personnel. L'enseignement des langues, s'il n'est pas toujours la panacée qu'on voudrait y voir, constitue cependant un élément fondamental dans la recherche des solutions, et parfois l'unique recours possible.

Enfin, il ne faudrait pas que le lecteur voit dans les recommandations un texte gravé dans le marbre, énonçant de façon exhaustive la position adoptée par le Commissaire sur les sujets traités. En fait, ce qu'elles font ressortir, ce n'est pas tant ce qui a été réalisé que ce qu'il reste à accomplir pour faire respecter la lettre et l'esprit de la Loi et l'intention du législateur; de plus, lorsque cela est nécessaire ou utile, elles suggèrent les moyens d'y parvenir.

On constatera que le nombre des recommandations est tantôt faible, tantôt élevé. Cette différence n'est pas fonction de la taille de l'organisme étudié, ni nécessairement du degré d'inobservation de la Loi, mais plutôt du nombre des aspects du bilinguisme sur lesquels le Bureau s'est penché en l'occurrence. Ainsi, certaines études précédentes qui traitaient exclusivement d'écritaux extérieurs ont donné lieu à relativement peu de recommandations. Le nombre de celles-ci dépend aussi de l'ampleur donnée à l'étude et de l'intérêt que le Bureau, soit

Dans tous les cas, nous donnons un résumé des questions étudiées en cours d'année, un exposé des initiatives et des conclusions du Bureau et la liste des recommandations effectivement présentées, sauf lorsque celles-ci ont déjà été exposées dans le rapport de l'année dernière.

Nouvelles études (1971-1972)	Date du lancement de l'étude	Date d'achèvement		
			22/ 4/71	Ministère des Travaux publics—Winnipeg
1971-1972			22/ 4/71	Ministère de la Main-d'œuvre et de l'Immigration—Winnipeg
1971-1972			22/ 4/71	Ministère de la Main-d'œuvre et de l'Immigration—Ottawa—Hull
1971-1972			27/ 4/71	Eldorado nucléaire limitée
1971-1972			27/ 4/71	Société centrale d'hypothèques et de logement
1971-1972			27/ 4/71	Energie atomique du Canada limitée
1971-1972			27/ 4/71	Ministère des Communications
1971-1972			27/ 4/71	Conseil national de recherches
1971-1972			27/ 4/71	Ministère de l'Agriculture
1971-1972			27/ 4/71	Radio-Canada
1971-1972			27/ 4/71	Ministère de l'Énergie, des Mines et des Ressources
1971-1972			12/ 5/71	Ministère des Affaires extérieures
1971-1972			12/ 5/71	Ministère de l'Industrie et du Commerce
1971-1972			12/ 5/71	Ministère de la Main-d'œuvre et de l'Immigration
1971-1972			12/ 5/71	Société centrale d'hypothèques et de logement
1971-1972			26/ 5/71	Ministère des Affaires indiennes et du Nord canadien
1971-1972			10/ 6/71	Air Canada—Paris—Londres
1971-1972			9/ 8/71	Société du crédit agricole
1971-1972			21/ 9/71	Ministère du Revenu national
1971-1972			17/12/71	(Douanes et Accise)
1971-1972			19/12/71	Air Canada—Direction nationale
1971-1972			12/ 1/72	Service de l'environnement atmosphérique
1971-1972			30/ 3/72	Chemins de fer nationaux du Canada

Institutions	Date du lancement	Date d'achèvement
Cabinets des ministres (réponses au téléphone)	21/ 9/70	1970-1971
Air Canada—Ottawa	9/10/70	1970-1971
Ministère des Transports—Ottawa	13/10/70	1970-1971
Ministère des Transports—Toronto	18/12/70	1970-1971
Musées nationaux du Canada	4/ 2/71	1970-1971
Commission de la capitale nationale	5/ 2/71	1970-1971
Gendarmerie royale du Canada	9/ 2/71	1971-1972
Statistique Canada	17/ 2/71	1971-1972
Ministère de la Défense nationale— Uplands	18/ 2/71	1971-1972
Ministère des Travaux publics—Ottawa	8/ 3/71	1971-1972
Ministère de la Main-d'œuvre et de l'Immigration—Montréal	15/ 3/71	1971-1972

TABLEAU 1. Institutions fédérales qui ont été l'objet d'études menées par le Bureau du Commissaire aux langues officielles

Cette section du chapitre donne plus de détails sur les travaux exécutés par le Service des études spéciales au cours de l'année financière 1971-1972. Nous les avons répartis en trois catégories : le suivi des études menées à bien en 1970-1971, les études entamées l'année précédente et poursuivies en 1971-1972, et celles qui ont été mises en chantier au cours de la deuxième année. Le tableau 1 donne un aperçu de toutes les études entreprises par le Service des études spéciales depuis la mise en marche du Bureau.

### D. Réalisations de l'année financière 1971-1972

mais extrêmement avantageuses pour les organismes étudiés, et qui pourraient bien représenter l'apport le plus précieux des études spéciales : un enseignement détaillé et délibérément pratique des conséquences humaines, administratives et budgétaires de la Loi. Comme nous l'avons souligné dans le chapitre premier, celle-ci est encore fréquemment mal comprise, même à bien des échelons élevés de la hiérarchie fédérale, et dans les bureaux régionaux ou locaux, sa signification et ses exigences réelles restent trop souvent mystérieuses, ce qui n'a rien de surprenant. Le Commissaire souhaite, avec l'aide d'une série soigneusement choisie d'institutions-pilotes, élargir et affiner l'expérience éducative commune accumulée par les études spéciales; il espère ainsi que les organismes fédéraux continueront de réserver un bon accueil aux initiatives du Service et même, le cas échéant, de les solliciter.

un parc national ne peut en effet le faire qu'avec le consentement du ministère ou de l'organisme intéressé; elle doit donc être assujettie aux obligations qu'impose l'article 10(1) de la Loi. On nous a également objecté qu'il existe une différence entre un contrat relatif à la prestation de services et un bail, et que l'article 10 ne vise que les contrats. Nous rétorquons aussi cette distinction. Qu'il s'agisse d'un contrat de services ou d'un bail en vertu duquel le preneur offre lui-même des services au public, dans l'un et l'autre cas, l'une des parties contractantes est une institution fédérale qui consent à la fourniture des services en question et accepte les conditions qui y sont liées. La désignation des documents ou des transactions peut varier, mais en réalité, elle ne change absolument rien à la force de la Loi.

### *C. Apprentissage sur le tas*

Étant donné la multitude des institutions fédérales, le Service des études spéciales s'est efforcé de choisir pour objet de ses travaux des organismes clés qui s'adressent à des secteurs très variés du public et font intervenir de nombreux articles de la Loi. Grâce à cette diversité, nous pouvons nous faire une idée de la gamme très étendue des problèmes concrets qui se posent à une institution fédérale lorsqu'elle se propose d'instaurer des programmes de bilinguisme et, à plus forte raison, lorsqu'il s'agit de les mettre en pratique.

Ces études ont porté sur tous les types de services, depuis les réponses au téléphone jusqu'à la représentation d'intérêts canadiens à l'étranger, en passant par des évaluations de crédits. Elles nous ont permis de voir comment un certain nombre d'institutions fédérales essaient de se conformer à la Loi sur les langues officielles dans les dix provinces du Canada et dans quatorze pays étrangers. La vaste portée territoriale de l'article 10 et la nature des organismes auxquels s'appliquent ses dispositions obligent en effet les études à couvrir un domaine aussi étendu.

Nous avons énormément insisté, dans nos recommandations, sur cet article de la Loi de même que sur l'article 9, qui énonce les obligations fondamentales faites aux ministères de fournir des services bilingues dans les régions désignées.

Dans l'ensemble, nous avons l'impression qu'en examinant avec nous les multiples répercussions administratives de l'application de la Loi, les institutions auxquelles nous avons eu affaire ont acquis à présent une connaissance plus sûre des aspects pratiques de cet important texte législatif. Le Commissaire et ses collaborateurs, qui ont eux-mêmes beaucoup appris en explorant les vastes confins de la Loi, ont constaté que leur activité avait engendré, en fait, certaines retombées inattendues,

Nous avons pu, au cours de l'année financière, discuter avec certains hauts fonctionnaires des répercussions qu'entraîne la Loi sur les langues officielles pour les sociétés fournissant des services au public en vertu de contrats octroyés par des institutions fédérales, notamment le ministère des Transports et la Direction des parcs nationaux et des lieux historiques du ministère des Affaires indiennes et du Nord canadien. Une certaine confusion semble exister quant à l'application de la Loi à ces sociétés. On a soutenu, par exemple, qu'il y aurait lieu de distinguer entre les compagnies assurant des services incombant normalement à un ministère et d'autres entreprises commerciales qui, comme les librairies, sont simplement situées dans des aéroports ou autres lieux publics. À notre avis, de telles distinctions ne sont pas fondées. Une compagnie qui offre des services au public dans un aéroport ou dans

peuvent alors véritablement se poser à eux.

compte, à résoudre certains des problèmes techniques et financiers qui concessionnaires, lorsque des facteurs humains entrent en ligne de relatives aux services bilingues; et encore une fois, ils doivent aider ces ment aux concessionnaires traitant avec les voyageurs, des clauses Loi en exigeant que figurent, dans tous les contrats alloués ultérieurement il faut que les organismes fédéraux adjudicateurs se conforment à la opérations. Evidemment, dans le cadre d'une politique systématique, pour inciter les concessionnaires à intégrer le bilinguisme dans leurs recourir, dans un sens constructif, à des moyens de persuasion fermes la date de renouvellement est éloignée, les ministères intéressés devraient Il va sans dire que lorsqu'il s'agit de contrats de longue durée dont bilingues.

elles pourraient également mettre au point et leur fournir des critères mement spécialisés, conçus par leur coordonnateur du bilinguisme; gratuitement à leur personnel des cours de langues condensés et extré-pourraient notamment aider les petits concessionnaires en fournissant telle éventualité, les institutions fédérales qui octroient des contrats fallait du jour au lendemain satisfaites aux exigences d'un programme bilingue et supporter ainsi un lourd fardeau financier. Pour parer à une tellement vulnérables qu'elles pourraient être accueillies à la faillite s'il leur revanche, les petites entreprises, vu précisément leur taille, sont parfois de s'organiser de façon à se conformer aux exigences de la Loi. En gros concessionnaires du secteur privé sont généralement en mesure le coup des obligations fondamentales prescrites par l'article 10. Les partie d'organismes fédéraux et tombent donc automatiquement sous

- b) les gros concessionnaires du secteur privé;
- c) les petites entreprises familiales.

emplacement;

contrat conclu avec une institution fédérale :

Ce que nous savons de quelques ministères et organismes incite à penser qu'on pourrait classer en trois catégories les concessionnaires obligés aux termes de l'article 10 de la Loi de fournir ou d'offrir dans les deux langues les services qu'ils assurent au public en vertu d'un

## 5. Contrats, concessionnaires et voyageurs

ne prévoit aucune distinction ni réserve de ce genre.

Dans quelques cas, par exemple ceux d'Air Canada et de la Société du crédit agricole, nous avons recommandé que les organismes fédéraux fassent le maximum pour offrir aux membres des deux groupes linguistiques des chances égales d'obtenir des renseignements sur les emplois vacants et les services fournis. C'est ainsi que nous leur avons conseillé d'utiliser à cette fin des publications hebdomadaires en français là où n'existe aucun quotidien français, et par conséquent aucun équivalent des quotidiens anglais qui y sont publiés.

Certaines institutions sont tentées de faire une distinction entre les textes uniquement destinés à renseigner le public et ceux visant à susciter une quelconque action de ce public, et d'en conclure que ces derniers échappent aux dispositions de la Loi. Il nous a donc fallu, dans nos rapports et recommandations, rappeler à ces institutions que la Loi

L'impact symbolique et concret des aspects visuels du bilinguisme est évident. Un aspect très proche, qui mérite une attention particulière, touche à la publicité et à l'information. À notre avis, ces éléments sont si essentiels qu'on doit, à leur égard, non seulement observer la lettre et l'esprit de la Loi, mais aussi respecter l'intention du législateur. Autrement dit, si un organisme comme Air Canada, qui sert des voyageurs, s'en tenait simplement pour sa politique d'information aux clients, on ne pourrait pas lui reprocher de ne pas atteindre les objectifs de la Loi, mais on pourrait lui reprocher de ne pas respecter les obligations prévues par l'article 10, relatif aux voyageurs. Même en effet partout, et non pas seulement dans les districts bilingues. Lorsqu'il s'agit d'institutions qui n'ont pas affaire aux voyageurs, il faut souvent étendre la prestation de services d'information bilingues au-delà des limites de l'article 7. L'article 9(2) prescrit des services bilingues dans tous les cas où il y a demande importante de la part du public et dans la mesure où il est possible de les offrir, sans égard aux districts qui seraient déclarés bilingues.

#### 4. Publicité et information

1. Se reporter au chapitre premier pour plus de détails.
2. Voir le résumé de ces entretiens au chapitre premier.

Si d'un côté nous insistons sur l'importance capitale de la traduction dans l'infrastructure nécessaire à l'application judiciaire mais rapide de la Loi sur les langues officielles, nous continuons, de l'autre, à appuyer les efforts mis en œuvre pour accroître, partout où cela est possible, l'utilisation, sans recours à la traduction, des deux langues officielles au sein des institutions fédérales.

C'est pourquoi, dans un certain nombre de recommandations, nous avons, généralement après consultation du Bureau des traductions, prôné une utilisation professionnelle accrue de la traduction. Outre les avantages manifestes qu'elle offre, il importe que la publication dans les deux langues de revues, annonces, formulaires et autres textes garantis le statut d'égalité du français et de l'anglais et fasse en sorte qu'il se reflète dans la **qualité** de la langue utilisée. En termes plus directs, il ne suffit pas d'avoir des versions médiocres, dans la seconde langue officielle, de textes écrits ou prononcés en anglais ou en français. Les détails et les impératifs administratifs ne sauraient en effet justifier qu'on livre au public ou aux fonctionnaires francophones ou anglophones des documents où leurs langues respectives sont assassinées.

Il ressort de nos études spéciales et de la série d'entretiens que nous avons eus avec les responsables du Bureau des traductions au début de l'année financière 1972-1973<sup>2</sup>, que dans l'avenir prévisible, la traduction restera un rouage essentiel de l'infrastructure administrative nécessaire pour aider les institutions fédérales à servir le public. Cela vaut tout particulièrement pour les grands programmes d'information.

### 3. Traduction

D'autres cas, évidemment, exigent une formation plus poussée. Mais ce que nous avons essayé de faire avant tout, c'est de persuader les institutions que ces cours de langue représentent un outil très utiles au moyen duquel elles peuvent inculquer à une partie de leur personnel, voire à l'organisme tout entier, une connaissance suffisante de la langue seconde pour servir le public dans les deux langues officielles.<sup>1</sup>

Ainsi, dans bien des cas, par exemple pour certaines téléphonistes, les cours de langue que nous recommandons consistent simplement à entraîner les intéressées à se servir de quelques formules courtoises pour transmettre la communication à un employé capable de répondre au correspondant dans la langue officielle que la réceptionniste, ou tout autre employé ayant reçu l'appel initial, ne connaît pas suffisamment pour servir utilement le public.

Ce sont des considérations administratives du même ordre qui sont à l'origine des recommandations préconisant le recours croissant au mécanisme des cours de langues. En recommandant ce moyen précis d'augmenter les capacités bilingues, nous avons voulu aider les employés à acquérir la somme des connaissances, vocabulaire compris, nécessaires à l'accomplissement de tâches déterminées. En d'autres termes, nous avons demandé que le niveau de bilinguisme fixé pour occuper un poste donné soit effectivement fonction des exigences réelles du poste : l'aptitude de l'employé à traiter avec le public et sa maîtrise, tant active que spécialisée, de la langue seconde doivent donc unique- ment correspondre aux nécessités de l'emploi.

## 2. Cours de langue

Etant donné la pénurie relative de personnel compétent en français et en anglais, nous avons jugé bon de conseiller à certains organismes de rassembler leur personnel bilingue dans quelques secteurs, d'où pourraient alors rayonner leurs services dans les deux langues. Cette décision va dans le sens de notre objectif déclaré : promouvoir un bilinguisme institutionnel bien distinct du bilinguisme individuel. Dans la plupart des cas, les ministères ne sont pas en mesure ni tenus d'assurer, pour l'ensemble d'une direction, des services bilingues uniformes dans tout le pays. Ils ont donc intérêt à concentrer leur personnel bilingue dans des postes stratégiques de relations avec le public.

### e) *Tirer le maximum de ressources peu abondantes*

Au Canada, il est normal, et cela arrive tous les jours, que l'on pourvoie à de nombreux emplois dans les bureaux régionaux et locaux des institutions fédérales par un recrutement sur place. Qu'il s'agisse de postes occupés par des employés occasionnels, saisonniers ou permanents à plein temps, il importe d'encourager le principe du recrutement local. Nous avons donc, en formulant nos recommandations, tenu compte de cet usage et de ses répercussions, notamment à propos du bilinguisme dans la Direction des parcs nationaux et des lieux historiques du ministère des Affaires indiennes et du Nord canadien.

### d) *Recrutement sur place*

Les études consacrées en particulier à Air Canada, au Canadien National et au ministère du Revenu national (Douanes et Accise) nous ont fait saisir pleinement le rôle capital que les syndicats peuvent jouer dans la mise en œuvre de la Loi sur les langues officielles.

restrictions que certains avantages, tels que le droit d'éviction et l'ancienneté, apportent à l'application intégrale de la Loi sur les langues officielles.

De même, en examinant les problèmes d'intendance suscités par la prestation de services bilingues, nous avons toujours accordé aux servitudes réelles qu'imposent ces conventions à la direction et au personnel l'importance qu'elles méritent. Nous avons, à l'occasion, invité les délégués syndicaux à réfléchir au moins à la portée des

Dans son étude de l'utilisation des effectifs, le Bureau n'a pas perdu de vue, loin de là, les droits et avantages du personnel tels qu'ils sont établis par les conventions collectives. C'est pourquoi, dans nos rapports et dans les recommandations qui découlent de nos constatations, nous tenons scrupuleusement compte de ces fruits des négociations collectives.

c) *Les servitudes imposées par les conventions collectives*

Par souci de préserver la sécurité d'emploi et parce que nous avons conscience de l'importance d'autres facteurs, tels que les possibilités de déplacer le personnel au sein même d'un ministère, d'un ministère à l'autre ou dans le pays tout entier, nous avons encouragé les institutions à faire preuve de plus d'imagination dans le recrutement et l'utilisation de leurs effectifs afin de mieux les adapter aux exigences de la Loi.

b) *Recrutement, mobilité, roulement et utilisation du personnel*

L'un des traits marquants de notre attitude relativement à la question du personnel bilingue tient au principe énoncé dès le départ par le Commissaire qu'aucune recommandation ne doit être considérée par une institution comme une menace à la sécurité d'emploi. C'est, à notre avis, un aspect extrêmement important de l'application de la Loi sur les langues officielles, et qui symbolise l'humanisme dont nous avons parlé dans le premier rapport annuel. Nous estimons en effet que l'application de la Loi ne doit pas, sur le plan psychologique, se payer par les sentiments d'inquiétude et d'insécurité que pourrait faire naître la menace présumée ou réelle de carrières compromises.

a) *Sécurité d'emploi*

1. *Personnel*

Pour étudier ces aspects de l'application de la Loi, le Bureau a dû mettre au point de nouvelles méthodes d'approche et observer minutieusement le comportement de diverses institutions. Voici, à cet égard, quelques commentaires.

3. traduction,
4. publicité et information,
5. contrats, concessionnaires et voyageurs.

## 2. cours de langue,

### 1. administration du personnel,

entre autres, les secteurs suivants :

Au cours de cette année financière, les études entreprises nous ont amenés à nous occuper de plus en plus du personnel nécessaire à la prestation de services bilingues et des moyens matériels dont il devrait disposer pour s'améliorer à cette fin. C'est ainsi que nous avons abordé,

au sujet de certaines façons courantes de procéder.

Cette insistance sur les méthodes de planification et de prestation de services bilingues nous a avant tout permis de nous familiariser avec les optiques adoptées par les ministères et de nous former une opinion

complexes, plus détaillées et plus nombreuses.

Cours de l'exercice 1971-1972, nos recommandations se font plus qui débordent les prévisions initiales, ce qui s'est produit trois fois au revanche, lorsque des institutions fédérales nous demandent un concours sur les langues officielles ainsi qu'à l'intention du législateur. En les ministères à mieux se conformer à la lettre et à l'esprit de la Loi dations à propos de modalités administratives précises que pour aider conseillers en gestion. En général, nous ne formulons des recommandations à nous prendre pour des tentés de nous prendre pour des

les activités des ministères.

En faisant porter toute notre attention sur le centre même de l'appareil décisionnel dans différents ministères, nous avons cherché à avoir une idée aussi précise que possible, et dans des délais relativement courts, des complexités administratives qui influent sur les attitudes et

## B. Une réforme concertée : quelques aspects pratiques

recherches par la Loi.

de rapports ne soit pas assimilée à la réalisation concrète des progrès yeux du Bureau, du Parlement et du public, une simple accumulation que dans des services régionaux donnés, est indispensable pour qu'aux de nos recommandations, tant au niveau de l'administration centrale activité au suivi de leur action. Cette vérification des résultats effectifs rale, le Bureau du Commissaire consacreront une part notable de leur Dorenavant, le Service des études spéciales et, d'une façon générale,

lisme administratif.

Il leur faut donc combiner souplesse, imagination, persuasion et réalisme aigü de l'analyse et faire preuve en même temps de diplomatie. avec les ministères, nos représentants doivent en effet manifester un celles dont notre premier rapport annuel faisait état. Dans leurs relations

tation et par la formulation de recommandations réalistes, faire comprendre les vœux du Parlement en matière de justice linguistique et les faire accepter le plus rapidement possible dans le meilleur intérêt de tous.

La pierre de touche, pour savoir si le Commissaire a bien rempli son mandat, c'est la portée de ses recommandations sur les institutions fédérales. Si les promesses des ministères n'aboutissent pas à des mesures administratives concrètes, le public, et tout particulièrement les personnes qui, à juste titre, ont fini par considérer avec scepticisme la réforme linguistique, auraient raison d'en déduire que les initiatives du Commissaire n'ont donné que des résultats négligeables, sinon nuls.

C'est pourquoi — la crédibilité et l'autorité du Parlement même étant en cause — nous avons consacré de plus en plus de temps au suivi de notre action. La Loi exige des ministères qu'ils tiennent le Commissaire au courant des mesures envisagées pour remédier aux erreurs ou omissions éventuellement révélées par les enquêtes de son Bureau et qu'ils lui fassent part du calendrier prévu à cet effet. Pour faciliter la tâche des ministères, nous avons, en formulant nos recommandations, fixé chaque fois que possible des délais et, sitôt ceux-ci expirés, nous avons rappelé nos recommandations aux autorités concernées. Dans les autres cas, nous demandons aux institutions de nous faire périodiquement rapport sur l'évolution de la situation.

A notre avis, ce travail de suivi comporte deux aspects fondamentaux :

a) la consultation entre nos représentants et ceux des ministères sur les conséquences administratives des recommandations du Commissaire, et

b) des vérifications *a posteriori* régulières par notre personnel pour établir quelle suite les institutions ont effectivement donnée à ces recommandations.

Ces deux types d'action ultérieure qui viennent compléter l'enquête initiale (ou l'étude spéciale) sont, à notre sens, des éléments importants de l'activité du Commissaire dans les fonctions de garant de la Loi qu'il assume au nom du Parlement. C'est pourquoi ils ont été accaparés de plus en plus notre temps et nos moyens.

Nous avons pu constater que la transmission à un ministère d'un rapport assorti de recommandations n'est que la première étape des enquêtes dont le Commissaire prend normalement l'initiative; viennent ensuite la consultation et les échanges de vues, et en troisième lieu, la vérification *a posteriori*, d'une importance toute particulière.

Ces deux étapes, tout comme la première, exigent du personnel les mêmes qualités d'esprit et la même orientation administrative que

2. L'ampleur des services fournis par l'institution aux voyageurs (critère découlant de l'article 10 de la Loi);

3. La répartition géographique des bureaux de l'institution, un intérêt particulier étant porté à la région de la capitale nationale (article 9);

4. L'importance symbolique de l'institution;

5. L'importance stratégique des activités de l'institution (exerce-t-elle ou non une influence profonde dans des secteurs clés ?);

6. Le nombre et les conséquences des plaintes reçues au Bureau.

Toutefois, notre souci constant d'obtenir le maximum dans le minimum de temps nous a poussés à modifier radicalement notre approche. Délaisant la périphérie pour le centre, nous sommes passés d'une vérification linguistique empirique de quelques situations régionales à une étude approfondie des administrations centrales, de leurs principes, de leurs pratiques et de leurs projets.

A l'expérience, nous nous étions en effet aperçus qu'en continuant à employer la principale méthode de recherche utilisée jusqu'ici, c'est-à-dire l'étude des services extérieurs, il nous aurait fallu bien des années et des effectifs beaucoup plus importants pour vérifier dans quelle mesure les quelque 150 institutions fédérales réparties dans une kyrielle de bureaux régionaux et locaux se conformaient à la lettre et à l'esprit de la Loi sur les langues officielles et respectaient l'intention du législateur. D'ailleurs, cela n'aurait constitué qu'une première étape de ce travail de vérification permanente qui, comme nous l'avons signalé dans notre premier rapport, est la raison d'être du Service des études spéciales. Pour ramener cette tâche immense à des proportions plus réalistes, tout en donnant à nos efforts la portée la plus grande dans les délais et avec un budget raisonnables, il nous fallait nous adresser directement aux centres de décision où nos institutions fédérales forment leurs politiques, c'est-à-dire au sommet. Nous n'avons pas limité pour autant nos études à Ottawa, ni aux autres villes du Canada où se trouve le siège de ces institutions. Dans notre vérification des principes directeurs, nous n'avons pas négligé les bureaux régionaux, où qu'ils soient, quand leur activité sert à un objectif essentiel : le respect de la Loi.

Souvent, en fait, les études visent à apprécier l'accord qui existe entre les intentions et les directives du centre d'une part, et leur application par la périphérie d'autre part. Or, c'est par le dialogue avec les cadres des administrations centrales que nos agents peuvent, en général, se faire très rapidement une idée assez claire des opérations menées par un organisme donné dans l'ensemble du pays.

C'est aussi en s'adressant aux responsables du siège que le Commissaire et ses collaborateurs peuvent, grâce à une franche concer-

## LES ÉTUDES SPÉCIALES : LA MÉDECINE PRÉVENTIVE

Au cours de la première année financière, le Service des études spéciales a dû consacrer une grande partie de son temps et de ses efforts aux tâches administratives nécessitées par sa mise sur pied et sa dotation en personnel. Ce n'est que tard dans l'année, comme nous l'avons indiqué dans notre premier rapport annuel, que le Service a pu entreprendre des études.

Nous nous sommes donc, au cours de notre deuxième année, attaqués à mener à bien les études déjà amorcées, tout en nous employant davantage à mettre au point des principes et des méthodes réalistes, que nous avons cherché à appliquer et à évaluer, grâce au programme étendu et varié de conseils que nous avons offert à quelque 35 ministères et organismes jugés prioritaires. Pendant notre première année d'existence, nous avons lancé, à une échelle modeste, une nouvelle conception de la « vérification en matière linguistique » caractérisée par la consultation et axée sur des réformes. Notre objectif pour la deuxième année — et nous avons obtenu des résultats plus tangibles — était de renforcer et de perfectionner les techniques que le Commissaire, en vertu du devoir « d'initiative » que lui confère l'article 25 de la Loi sur les langues officielles, voulait instaurer afin d'amener une évolution rapide, humaine et concrète.

### A. *Faire mieux*

Au cours de cette année, les critères qui ont déterminé le choix des institutions devant faire l'objet d'un examen sont restés, pour l'essentiel, ceux de l'année précédente, soit :

1. L'ampleur des rapports de l'institution avec le grand public;

voisines qui se respectent mutuellement. C'est là, en effet, par le recours à de pareils moyens peut-être et à de nombreux autres susceptibles de mobiliser massivement les jeunes dans un échange spontané d'idées, que repose notre seul espoir d'entraver les phénomènes d'altération culturelle qui sapent notre société, et par là même de mettre ainsi fin à la spoliation qui a privé tant de Canadiens de leur héritage naturel. Quelles que soient nos options politiques ou même constitutionnelles, un dialogue aussi honnête, et sans doute pénible, ne répercute pas les échos d'un idéalisme suranné; pour un peuple civilisé, il représente la forme la plus simple et la plus sensée du réalisme.

sion mutuelle. Même ceux des Canadiens qui se délectent en toute sérénité à ressasser leur théorie des « ennemis héréditaires » doivent convenir qu'une meilleure connaissance de « l'adversaire » ne peut que servir leur cause . . .

Après avoir présenté cette idée de vive voix à plusieurs ministres de l'Éducation et l'avoir communiquée à tous par écrit, le Commissaire a poursuivi l'affaire avec le secrétariat du Conseil des ministres de l'Éducation. En juin 1972, ces derniers ont donné leur accord de principe, et peu après le Secrétaire d'État confirmait que le gouvernement fédéral ne se ferait apparemment pas tirer l'oreille pour fournir l'aide financière relativement modeste qui permettrait de lancer un programme pilote touchant quelque 200 volontaires. Entre-temps, au moins deux provinces avaient déjà signalé qu'elles risquaient d'avoir des problèmes avec les associations d'enseignants qui, craignaient-elles, considéreraient peut-être la mission de ces coopérants comme une menace à leurs postes en une période où la demande de professeurs diplômés est plutôt faible. Le Commissaire espère que les dirigeants de ces associations, après une étude objective de la question, reconnaîtront les mérites du projet, qui ne vise en aucune façon à supplanter les professeurs en titre mais simplement à les décharger de certaines tâches de l'enseignement des langues qu'ils ont toujours trouvées moins à leur convenance, ce qui leur permettrait d'exploiter au mieux leurs talents et de consacrer toute leur force créatrice à des exercices de haute école auxquels seuls peuvent se livrer de véritables professionnels : l'art de la pédagogie fondée sur l'explication des subtilités grammaticales et sur une analyse littéraire nourrie du suc de l'alma mater.

Le Commissaire, même pour plaider la cause de ce projet, ne peut vraiment pas pousser plus avant son incursion, quelque « constructive » qu'elle soit, dans ce domaine réservé qu'est l'éducation. Peu lui chaut les traits dont pourraient le cribler les professeurs de langues outragés, ou même les ministres de certaines provinces; mais il a conscience du danger qu'il y aurait à étouffer les chances éventuelles de succès du programme à force de surenchère verbale, à détruire gratuitement le crédit de cette idée et à aliéner l'indispensable ouverture d'esprit des autorités par des philippiques ou des préchi-prêcha. Il invite donc en toute simplicité lesdites autorités, sans oublier les commissions scolaires, les parents d'élèves et la presse, à supputer le projet sur ses valeurs pédagogiques et humaines, et à passer à l'action.

Le Commissaire réitère sa conviction que ce n'est pas par des médecines bureaucratiques concoctées à Ottawa que l'on pourra, totalement et à tout jamais, gagner le pari linguistique engagé par le Canada pour matérialiser la dignité égale conférée à nos deux principales communautés linguistiques. C'est dans l'esprit des enfants et adolescents d'aujourd'hui que doit germer l'idée de la coexistence de deux sociétés

dollars (1970-1974). Entre 1970 et 1972, ce ministère a distribué aux provinces \$112 873 765 que celles-ci devaient expressément utiliser au titre de l'enseignement du français ou de l'anglais comme langue seconde et de l'enseignement général dispensé à leur minorité linguistique officielle dans les écoles élémentaires et secondaires, maintenant à l'université. Après une période de rodage, ce programme, qui est établi selon une formule complexe de partage entre l'administration fédérale et les provinces, devrait apporter à ces dernières un appoint fort utile. Dès le début, en 1970, les ministres étaient convenus d'en évaluer les résultats au bout de dix-huit mois; cette opération est en cours depuis plusieurs mois et le Commissaire attend avec impatience le rapport du comité d'évaluation, car il a reçu, ainsi que le gouvernement fédéral, un certain nombre de plaintes de personnes soutenant que plusieurs provinces utilisent ces fonds à des fins autres que l'enseignement des langues ou même que l'enseignement tout court. On ose espérer, au cas où ces accusations seraient fondées, que tous les gouvernements concernés se souviendront du but premier du programme et que les dirigeants de toutes les instances en cause, de concert avec la presse locale et les parents d'élèves, rappelleront aux autorités responsables de l'éducation que l'argent de la parole ne doit pas servir à fabriquer l'or du silence . . .

L'idée du second programme, soumise l'an dernier par le Commissaire au Conseil interprovincial des ministres de l'Éducation, se fraye lentement un chemin à travers un labyrinthe de complications fédérales-provinciales et même professionnelles. Le Commissaire avait proposé la création d'un corps interprovincial de coopérants linguistiques qui offrirait à des dizaines de milliers d'étudiants et de jeunes diplômés francophones et anglophones l'occasion d'enseigner dans les écoles élémentaires et secondaires d'une autre province à titre d'assistants des professeurs de langue seconde — dont c'est rarement la langue maternelle. Moyennant environ six heures par semaine de cours de conversation et de prononciation dans leur propre langue, ces lecteurs volontaires recevraient quelque \$3 500 par année scolaire pour couvrir leurs frais de subsistance et de scolarité dans une université ou un collège de la région, ou peut-être même pour suivre des études personnelles. Cette pratique, qui a depuis longtemps fait ses preuves en Europe, insufflerait à l'enseignement de la langue seconde un réalisme et une vitalité que seuls quelques rares professeurs en-seignant une langue acquise sont à même de lui communiquer. Le dialogue et la discussion, grâce à des débats et à des échanges d'idées convergentes ou divergentes, pourraient se révéler d'une rentabilité incalculable pour les étudiants francophones et anglophones, qui renforceraient ainsi leur maîtrise de la langue seconde et donc parviendraient, ce qui est tout aussi important, à une plus grande compréhén-

« problèmes », la faute en revient, pour une bonne part, aux systèmes demandera des comptes aux gouvernements provinciaux qui, depuis les débuts de la Confédération, ont été assez inconsiderés pour laisser se dégrader ce précieux don des langues. Il n'est pas un autre grand pays au monde, en effet, qui puisse revendiquer la bonne fortune d'avoir hérité de ses fondateurs le français et l'anglais, deux langues restées probablement, soit dit sans vouloir offenser la dignité des autres, les plus utiles et les plus largement répandues du globe. Ne pas inculquer à la plupart de nos concitoyens au moins les rudiments nécessaires au dialogue, c'est là pêcher contre le bon sens et nier l'essence même de notre propre civilisation à un point qui dépasse presque l'entendement.

Malgré les récents progrès à porter au crédit de certains établissements scolaires en plusieurs régions du Canada, l'enseignement de la seconde langue officielle dans notre fédération, il faut bien l'avouer, demeure une catastrophe nationale. Tout occupés que nous sommes à bâtir l'infrastructure administrative fédérale qui, de par la Loi, garantira à nos deux langues leur égalité de statut, il nous faut aussi, de toute urgence, cultiver une compréhension interculturelle enracinée dans un enseignement qui fasse de « l'autre » langue officielle une réalité vivante du Canada et ne la tienne plus pour une langue morte et « étrangère ». Voilà qui, sans toucher ni préjudicier à l'avvenir de la constitution canadienne, conditionne aux yeux du Commissaire l'intérêt et la participation active des élèves et l'établissement de communications limpides entre Canadiens. Peu importe les structures juridiques que le peuple se donnera par le truchement de ses hommes d'Etat et de loi, des relations intelligentes et intelligibles n'en resteront pas moins indispensables entre les francophones et les anglophones qui vivent — et jusqu'à preuve de contraire demeureront — dans la moitié septentrionale de l'Amérique du Nord.

La Loi sur les langues officielles n'oblige aucunement les simples particuliers à apprendre la seconde langue, mais ils devraient comprendre qu'il y va de leur intérêt personnel. Tous les Canadiens éclairés devraient, sans distinction d'âge ou de profession, et quelle que soit « l'instance » concernée, reconnaître cette vérité et cautionner tout uniment les efforts tentés pour donner aux jeunes de bonnes raisons d'apprendre « l'autre » langue et leur offrir un enseignement dynamique qui les encourage dans cette voie. Au moins deux projets d'envergure nationale sont en gestation, qui visent à promouvoir ou améliorer l'enseignement de l'une ou l'autre des deux langues officielles. Il leur faut, à tous les deux, l'appui du public et des « faiseurs d'opinions ».

Le premier programme est dû à l'initiative du Secrétaire d'Etat, qui dispose à cette fin d'un budget quadrannuel de 300 millions de

Queles que soient les trésors d'imagination, les sommes de travail et de dollars et la valeur des débats politiques que les sphères fédérales consacrent à la réforme du bilinguisme, il ne faut pourtant pas nourrir de vaines illusions sur les chances qu'a Ottawa de tenir, seul, les promesses linguistiques du Canada. Si nombreux sont les Canadiens qui, au lieu de découvrir dans nos deux langues le patrimoine riche et stimulant qu'elles leur léguent, continuent à ne voir en elles qu'une source de

### *H. Jeunesse oblige . . . nos gouvernements*

Canada. dynamique au développement d'ensemble des langues officielles. au et de ses méthodes, il saura relever le défi que pose son intégration croissante, et comment, après l'indispensable réévaluation de son rôle à savoir de quelle manière le Bureau saura faire face à ses difficultés de les langues officielles, ouvrirait déjà dans le domaine du bilinguisme. Reste Bureau qui, longtemps avant l'existence d'une politique ou d'une Loi sur publique. Le Commissaire reconnaît volontiers la valeur des travaux du contribution à l'extension de nos langues officielles dans la fonction perdre de vue l'immense travail qu'accomplit ce Bureau, ni non plus sa courantes au Bureau des traductions lui-même, ne doivent pas faire Les suggestions précédentes, qui recourent parfois des opinions vigoureux dans la mise en vigueur de la Loi sur les langues officielles.

donnerait au Bureau l'occasion de jouer un rôle plus actif et plus expressément de cette question un haut fonctionnaire du Bureau) qui mettre au point une formule de participation (par exemple, en chargeant été ni nombreux ni importants. Il serait souhaitable et même urgent de le Bureau des langues, à la Commission de la fonction publique, n'ont avec la nouvelle Division du bilinguisme, au Conseil du trésor, et avec participé activement au mouvement de réforme. Surtout, ses contacts Bureau a subi les effets de la politique du bilinguisme, il n'a jamais comme le souhaitait déjà la Commission « B.B. » En vérité, même si le tion ( . . . ) dans le cadre d'une politique méthodique des langues », d'abord constater que personne n'a encore défini « le rôle de la traduction et le progrès du bilinguisme dans la fonction publique. Il faut En dernier lieu, il importe de souligner certains rapports entre la

auxquels donne lieu l'arrangement actuel. respective. Toute solution définitive devrait prévoir les inconvénients de traduction, conférée à certaines institutions fédérales par leur loi en lumière un problème difficile : celui de l'indépendance, en matière d'amélioration. Enfin, une réforme semblable, si elle avait lieu, remettrait particulier de ces différentes solutions semble offrir les meilleures chances devrait pouvoir indiquer laquelle de ces solutions ou quel arrangement Bureau ne conservant que certaines activités essentielles. Une étude

disponibles de talents divers et spécialisés, en tenant compte d'une demande instable ou difficile à prévoir, de problèmes de formation, de facteurs comme la qualité et la quantité des textes à produire, du roulement du personnel, de la nécessité de mettre sur pied une publicité bien orchestrée et orientée vers des objectifs clairement définis. Ces quelques exemples veulent faire voir la complexité de la tâche à accomplir et la nécessité d'apporter à la planification un soin constant et particulier. Certes, la traduction ne constitue ni un remède à long terme, ni surtout une solution idéale à l'emploi des langues officielles dans la fonction publique; en fait, elle nuit, par certains côtés, à l'expansion rapide de l'usage des deux langues chez les fonctionnaires. Il demeure toutefois que, en attendant des solutions durables, le Bureau doit être prêt à assumer la lourde charge que lui imposent provisoirement les circonstances actuelles.

L'organisation ou la structure même du Bureau continue à retenir l'attention de ses dirigeants. Déjà en 1969, dans le Livre III de son rapport (*Le Monde du travail*), la Commission « B.B. » s'était penchée sur la question, faisant des commentaires et des recommandations qui touchent, par exemple, l'expansion des services de traduction; le Bureau a déjà tenu compte de ces suggestions en effectuant plusieurs réformes. Toutefois, certaines questions soulevées par la Commission semblent encore à l'ordre du jour, en attendant que des décisions définitives soient prises par le Secrétariat d'Etat. La restructuration du Bureau est sans doute le problème le plus important soulevé par la Commission : il s'agit de regrouper les services de traduction en fonction des spécialités techniques, plutôt que de conserver dans chaque ministère un service de traduction qui le dessert exclusivement. Même si les ministères semblent favoriser le maintien du système actuel, une ré-forme importante semble indiquée, si l'on considère le volume élevé de mots à traduire, ainsi que la croissance et les difficultés des domaines de spécialisation. En outre, les progrès techniques accomplis dans le domaine des communications (télécopieur, télé-impriméur, etc.) mettent en désuétude partielle le système actuel de communications et militent en faveur d'une structure plus souple. Déjà, semble-t-il, le Bureau a amorcé certaines démarches pour pallier les lacunes de l'organisation actuelle, surtout en créant un service de dépannage et en assurant une certaine perméabilité entre les différentes unités de

Evidemment, des solutions autres que celle de la Commission « B.B. » sont également possibles. Certaines sont partielles, d'autres plus fondamentales; par exemple, une autonomie plus grande pour le Bureau des traductions, ou l'offre de services de traduction selon un mode de recouvrement des frais, ou encore l'intégration complète des services de traduction à la structure et à la gestion de chaque institution fédérale, le

La situation décrite ci-dessus illustre la nécessité d'une planification rigoureuse au Bureau des traductions. Des facteurs nombreux et changeants influent constamment sur son activité, de sorte qu'il importe de tenir à jour certaines données essentielles et d'analyser avec soin leur impact sur l'administration du Bureau. Ainsi, on pense à l'importance de connaître l'accroissement de la demande par suite de l'influence de facteurs administratifs et même politiques, ou encore, paradoxalement, par suite du développement du bilinguisme dans la fonction publique. On doit songer également à bien évaluer les sources

« sabir atlantique ».

namiques, n'ayant rien en commun ni avec le « français » ni avec le monde entier à communiquer entre eux en deux langues saines et dy-du progrès. Une telle banque aiderait francophones et anglophones du « banque de mots » mondiale automatisée et constamment à la pointe de concert avec les linguistes d'autres pays, il serait normal de créer une institutions internationales) une coopération valable. Par la suite, et au Vieux continent (sans parler de l'Afrique, surtout, et de diverses au plus vite ses « problèmes de clocher » terminologiques, pour offrir une étape heureuse vers ce but.) Il importe donc que le Canada règle d'octobre 1972 par l'Office de la langue française du Québec, constitue nôtres. (Le colloque international sur la terminologie, organisé au début intéressant le français et l'anglais, à bien des égards semblables aux devra de plus en plus se pencher sur des problèmes de traduction, canadienne. De toute évidence, la Communauté économique européenne au Marché commun, qui pourrait tirer un certain profit de l'expérience faut songer à relier tout système éventuel à l'Europe, plus spécialement mettre à contribution la technologie de l'ordinateur. En particulier, il de traduction demeure dans ce pays et qu'on cherche hardiment à iront tous en augmentant. Il importe donc que l'initiative en matière de dollars et sa production annuelle de plus de 130 millions de mots quelque 1 020 fonctionnaires, son budget annuel d'environ 15 millions tions semble donc inévitable. Il est à prévoir que son personnel de une importante activité au Canada. L'expansion du Bureau des traductions fonctionnel dans les institutions fédérales, la traduction demeurera Car malgré l'espoir que l'on fonde sur l'instauration d'un bilin-

commun. rapidement pour mettre leurs ressources en commun, pour le bien gouvernements et universitaires (à Laval et à Montréal), s'entendent si les hommes politiques de Québec et d'Ottawa, ainsi que les spécialistes Il va de soi que tout effort en ce sens prendra sa pleine valeur seulement pour traiter la grande masse d'information qu'on est en train de produire. fichier électronique qui, tôt ou tard, deviendra le seul moyen à envisager d'établissement — que ce soit dans une université ou ailleurs — d'un les avantages de l'électronique. Il étudie en ce moment les modalités

lequel leur contribution, tout en demeurant indépendante, ferait partie de la planification normale et serait complètement intégrée à l'effort général en traduction. Des facteurs évidents, comme la qualité, le temps et le coût, devront alors entrer en ligne de compte.

Outre le Programme de formation universitaire, qui est destiné uniquement aux nouvelles recrues, le Bureau a établi plusieurs programmes de formation à l'intention de ses traducteurs permanents. Ce sont des cours de perfectionnement suivis hors du Bureau, soit dans les universités canadiennes, soit en Europe, à plein temps ou à temps partiel. Étant donné l'expansion régulière des services du Bureau, le besoin de maintenir et d'améliorer la qualité des textes, la demande régulière de réviseurs et de terminologues compétents, et la nécessité, à plus ou moins brève échéance, d'orienter les traducteurs, qui sont souvent des « généralistes », vers une spécialisation, on souhaite une intensification de la formation en traduction. Enfin, en sus des efforts qui se font déjà au sein du Bureau pour donner à des traducteurs choisis une formation en interprétation, on ne peut s'empêcher de souhaiter la création d'une véritable école d'interprétation au Canada. Entreprise en collaboration avec le monde universitaire, une telle initiative offrirait de nombreux avantages, entre autres celui de répondre aux besoins croissants des gouvernements et de l'entreprise privée. Il semble d'ailleurs que des projets en ce sens sont à l'étude aux Universités de Montréal et d'Ottawa.

Quant au Centre de terminologie, créé en 1955 au sein du Bureau, on prévoit qu'il deviendra, en quelque sorte, le cerveau des services de traduction. Doté à l'heure actuelle d'un personnel modeste, mais appelé à augmenter bientôt, le Centre répond aux demandes de renseignements, dépouille de nombreuses publications et prépare différents lexiques spécialisés, sans compter la diffusion de son bulletin intitulé *L'Actualité terminologique*. Ses services sont actuellement accessibles non seulement aux traducteurs eux-mêmes, mais à un public de plus en plus étendu, notamment les gouvernements provinciaux. Nombre de municipalités et d'entreprises privées auraient un intérêt certain à profiter de ce service du Centre.

Son expansion est toutefois intimement liée à la technologie moderne, plus précisément à l'ordinateur. Depuis déjà plusieurs années, le Bureau tente de mettre sur pied en collaboration avec d'autres intéressés, dont le gouvernement du Québec et l'Université de Montréal, un système unifié et axé sur l'usage de l'ordinateur, un tel arrangement offrirait des avantages énormes et évidents : précision, uniformité et rapidité. Malheureusement, la difficulté de concilier des perspectives apparemment divergentes a empêché le projet de prendre l'ampleur souhaitée. Entre-temps, le Bureau met sur pied un fichier automatique qui, même s'il constitue un pas en avant, ne présente pas

Le Bureau veille également à relever la qualité des textes traduits;

parmi les moyens mis en place, on remarque en particulier un régime d'appréciation et d'avancement selon lequel des comités spéciaux exercent un contrôle suivi sur la qualité des textes fournis par un certain nombre de traducteurs au début de l'échelle. Toute amélioration sur le plan de la quantité et de la qualité des textes traduits suppose certaines difficultés. Il importe de pouvoir obtenir la quantité sans sacrifier la qualité. Il faut en somme éviter de contraindre les traducteurs au stakhanovisme, en exagérant la nécessité de « faire vite », sans nécessairement « faire bien ».

On s'étonne peu que le recrutement soit une des préoccupations constantes du Bureau, car il doit non seulement pourvoir aux postes devenus vacants par suite du roulement régulier de personnel, mais combler aussi les nouveaux postes créés pour faire face à la demande de services accrus et améliorés. Outre les moyens habituels utilisés pour le recrutement (campagne publicitaire ou annonces de postes disponibles), le Bureau a mis au point un très important Programme de formation universitaire grâce auquel il subventionne la formation d'étudiants qui, après avoir obtenu un diplôme dans une université canadienne, viendront grossir les rangs des traducteurs permanents. À l'heure actuelle, quatre universités — celles de Montréal et d'Ottawa, et les Universités Laval et Laurentienne — participent à ce Programme dont la durée moyenne est de trois ans. En 1971-1972 seulement, quelque 150 étudiants suivaient de tels cours universitaires.

Le Bureau des traductions ne cache pas l'espoir qu'il fonde sur cette entreprise, qui est d'ailleurs en voie d'expansion et qui devrait fournir une importante proportion des futurs traducteurs permanents. En outre, le Programme permet non seulement de subvenir aux besoins du gouvernement fédéral, mais, en faisant la preuve de l'efficacité de la formation universitaire en traduction, encourage les universités à former régulièrement des traducteurs dont les services seront requis, éventuellement, par les gouvernements provinciaux ou municipaux et par l'entrepris privée. Enfin, il permet à des Canadiens d'accéder à une carrière intéressante, évitant ainsi au Canada de compter — comme c'était le cas il y a peu d'années — sur d'autres pays pour fournir les talents nécessaires.

Cependant, les traducteurs permanents ne sont pas l'unique source de compétence dont dispose le Bureau. En effet, ce dernier conserve dans ses dossiers le nom de nombreux traducteurs et interprètes « pigistes » auxquels il peut faire appel en cas d'urgence (situation à vrai dire cons-tante, comme le savent trop bien les professionnels . . . ) Comme le Bureau aura toujours besoin de leurs services, et comme par ailleurs il est impossible, pour diverses raisons valables, de les recruter à titre de traducteurs réguliers, il y aurait lieu de hâter le processus déjà amorcé selon

Plusieurs activités en cours au Bureau des traductions reflètent la volonté de s'adapter à une situation changeante. Quelques-unes sont encore à l'état de projet; d'autres se prêtent plus facilement à l'observation. Ainsi, on constate que le nombre de traducteurs continue de croître à un rythme accéléré et que cette tendance devrait se maintenir pour plusieurs années encore. La Loi sur les langues officielles n'est pas étrangère à ce phénomène; le développement du bilinguisme n'entraîne pas, comme on a pu le penser ou même l'espérer, une diminution mais plutôt une croissance de la demande. Par ailleurs, les traitements accrus accordés aux traducteurs contribuent à relever le standard de la profession. Cette amélioration au niveau des ressources humaines produit des effets sur la traduction elle-même; il semblerait que, grâce à une planification qui permet de mieux utiliser les ressources disponibles, le Bureau serait maintenant en mesure d'éviter les retards souvent longs du passé et d'effectuer la majorité de ses travaux dans des délais raisonnables, c'est-à-dire en respectant les échéances convenues avec le ministère-client.

l'implantation du bilinguisme au sein de la fonction publique. se former une première opinion sur le rôle joué par le Bureau dans recommandation formelle. Tout au plus le Commissaire a-t-il cherché à les interviews menées auprès du Bureau n'ont donné lieu à aucune pas la d'une étude rigoureuse entreprise en vertu de la Loi; aussi, et l'orientation des services qu'il dirige. Bien entendu, il ne s'agissait surintendant du Bureau des traductions sur la nature, le fonctionnement d'Etat, il a cherché l'été dernier à se renseigner d'avantage auprès du Commissaire est telle que, avec l'aimable accord du sous-secrétaire En fait, l'incidence de la traduction sur les recommandations du

boration, ont donné lieu à d'utiles échanges de vue. s'en présentait; ces contacts, effectués dans le meilleur esprit de collaboration donc consulté le Bureau des traductions chaque fois que l'occasion en regard du bilinguisme et de la Loi sur les langues officielles. Il a une plainte, que le Bureau des traductions jouait un rôle considérable d'une étude spéciale, ou encore en étudiant les circonstances entourant rendu compte, au moment de formuler des recommandations au cours Dès le début de son existence, le Bureau du Commissaire s'est

*G. La traduction : un « mal » qui fait fureur mais qui ne doit répandre terreur.*

à la grande mobilité professionnelle que cherche à créer le nouveau régime du Permatr. Le Commissaire invite donc les responsables de la planification à reprogrammer leurs ordinateurs de façon à les pénétrer de ces deux vérités, à savoir que la bonne volonté n'a pas de prix et que charité linguistique bien ordonnée commence par soi-même.

prime de 7 p. 100 dont bénéficiaient les secrétaires bilingues, mais en plus leurs ministères ne les considéraient généralement pas comme « prioritaires » pour les cours de langue, leur seul moyen pour tant d'obtenir cette prime. Il est vrai qu'à 40 ou 45 ans l'apprentissage d'une seconde langue n'est pas tâche aisée, même si l'on est fortement motivé. Cependant, le gouvernement subventionne des cours de langue à l'intention des épouses des députés et de celles de nombreux hauts fonctionnaires, dans le but méritoire qu'elles aident leurs époux submergés à rester dans le bain . . . de l'immersion pédagogique. Le Commissaire, plein d'admiration devant la détermination de ces Égypte dans la fleur de leur beauté, pense que le gouvernement devrait mettre en œuvre des trésors d'ingéniosité pour aider pareillement ses propres fonctionnaires, lesquels peuvent concrètement avoir besoin d'une autre langue pour leur avancement, partout où il le peut et où ceux-ci le veulent, car qui veut la fin

Plus généralement, le problème, aux yeux de nombreux fonctionnaires unilingues, c'est que la direction des ministères redéfinit un nombre proportionnellement peu élevé (9 p. 100 environ en 1971), mais essentiel pour les intéressés, de postes désormais réservés à des titulaires bilingues. Or, bien trop souvent, ces mêmes ministères se refusent à accorder la priorité pour les cours de langue à tous les candidats valables, francophones ou anglophones.

Le Commissaire est conscient des restrictions budgétaires imposées au gouvernement. Il reconnaît aussi que la Loi sur les langues officielles, si réels que soient les avantages qu'elle peut apporter au public, ne garantit pas formellement le droit des fonctionnaires fédéraux à la formation linguistique. Comme l'indiquent certains sommaires de plain-tes au chapitre III, le Commissaire peut faciliter l'accès « d'unilingues malgré eux » au cours de langue en usant de persuasion discrète vis-à-vis de leurs supérieurs. Mais à son avis, il faut que le gouvernement, s'il veut que ses professions de foi d'équité soient à la hauteur de l'espoir qu'il nourrit de réaliser à bref délai une réforme linguistique marquée au sceau de la compréhension, repense l'ordre de ses priorités budgétaires et définisse sans ambages (plus explicitement en tout cas que dans sa déclaration du 14 décembre 1972) le droit de tout fonctionnaire fédéral à bénéficier des cours de langue; encore faut-il que l'intéressé soit résolu à s'y consacrer sérieusement et qu'il lui soit permis d'espérer, sa carrière suivant son cours, mettre à profit (dans un avenir proche de préférence) ses nouvelles connaissances.

D'aucuns pourraient soutenir que nul ne peut prévoir l'avvenir d'une carrière, ce à quoi l'on peut riposter que des ambitions légitimes, fondées sur un talent reconnu, méritent tous les encouragements concrets possibles — conformément à l'objectif que s'est lui-même fixé le gouvernement, d'exploiter et de développer ses ressources humaines grâce

ment, les cours, dans les deux langues, ont encore tendance à être trop axés sur la conversation de tous les jours et, notamment dans le cas du français, sur l'analyse littéraire. Ces aspects méritent certes une place importante pour des raisons de culture générale, mais il convient drait de les compléter par des lexiques de caractère bien plus utilitaire assortis aux exigences concrètes de certaines de catégories d'emplois (de tels lexiques existent déjà et peuvent être facilement mis en ordre). L'enseignement gagnerait ainsi en réalisme, ce qui, indiscutablement, susciterait un plus grand intérêt chez les participants tout en accélérant l'acquisition des notions essentielles, et entraînerait même des économies en diminuant des taux d'abandon encore trop élevés malgré une certaine baisse.

Il est un dernier problème qui met en jeu un principe fondamental de justice linguistique : le « droit » des fonctionnaires fédéraux à suivre des cours de langue pendant les heures de travail et aux frais de l'État. On parle beaucoup, peut-être parfois un peu plus que les faits ne le justifient, de la résistance butée qu'opposeraient au bilinguisme des fonctionnaires fédéraux anglophones. Mais on passe trop souvent sous silence les nombreux autres qui, avec loyauté et largeur d'esprit, voudraient contribuer au succès de la réforme linguistique entreprise par le Canada. Pour ceux-là, les méthodes d'autodidactes conçues par la C.F.P. pour utilisation à domicile, et même son réseau d'écoles satellites en pleine expansion à travers le pays, ne suffisent pas. En effet, et cela est bien regrettable, nombre de fonctionnaires fédéraux pourrissent bien des poses semblent frustrés par le fait qu'en n'élargissant pas l'accès aux cours de langue, le gouvernement ne leur donne pas une chance équitable d'avancement professionnel.

Pour situer ce droit dans une juste perspective, il ne faudrait pas oublier que depuis des générations les Canadiens de langue française qui voulaient entrer dans la fonction publique de « leur » pays étaient obligés de payer de leur poche les cours de langue, et de les suivre en dehors des heures de bureau, pour apprendre l'unique langue utilisée et tolérée par l'administration fédérale : l'anglais. Même aujourd'hui, les chances d'emploi ou d'avancement sont infiniment plus restreintes pour un francophone unilingue, notamment une secrétaire, que pour un anglophone unilingue. Une réforme sérieuse est toutefois en cours, qui vise à réaliser l'égalité dans ce domaine, et les progrès accomplis en vue d'assurer le droit officiel des fonctionnaires fédéraux aux cours de langue ne peuvent que jouer en faveur des deux groupes linguistiques.

Parmi les plus durement frappés sont les secrétaires unilingues, tant anglophones que francophones, dont certaines sont sans coup férir bloquées au niveau ST-5 pour la bonne raison que les « grands chefs » avec qui elles aimeraient travailler occupent bien souvent des postes classés « bilingues ». Non seulement elles ne peuvent prétendre à la

Il est urgent aussi de penser à la « fonctionnalité » de la langue, c'est-à-dire d'adapter le vocabulaire et le degré de connaissance active ou passive de cette dernière à chaque catégorie d'emplois. Actuelle-

fonctionnellement bilingue.

La C.F.P. a apporté un soin égal à résoudre un problème de longue date, celui de l'authenticité culturelle. Au cours de l'année, elle a lancé, au niveau 1, une nouvelle méthode d'enseignement du français « fabriquée au Canada », *Dialogue Canada*, qui met en œuvre des techniques audio-visuelles dans un climat de bonne humeur; cette méthode, de plus fermement ancrée dans les réalités culturelles et linguistiques canadiennes, semble devoir remplacer avantageusement les formules antérieures, empruntées à l'Europe. Évidemment, il faudra expérimentier ces nouveaux cours en classe beaucoup plus largement avant de pouvoir en évaluer toute la portée. Et, si l'on vise à respecter l'équité, sans sacrifier la rapidité des progrès, la C.F.P. devra mettre au point et lancer un cours correspondant à l'intention des fonctionnaires francophones, lesquels semblent en l'occurrence, malgré un taux de réussite scolaire trois fois supérieur à celui de leurs condisciples anglophones, être encore le plus souvent des laissés pour compte, semés au bord de la longue route qui mène à une administration publique

dans 127 de ces cas, le comité a modifié la note attribuée.

Il est de ces cas, le comité a modifié la note attribuée. accusât un écart notable par rapport à deux résultats précédents; et soit que leur note fut capitale pour la suite de leur carrière ou qu'elle l'exercice 1971-1972, le comité avait étudié le dossier de 146 candidats, indépendamment de la procédure traditionnelle d'appels. À la fin de un comité spécial de révision composé de trois linguistes et fonctionnant jugent manifestement injustes. En décembre 1971, la C.F.P. instituait qui ont échoué aux examens de faire appel des résultats, lorsqu'ils les C.F.P. à instaurer un nouveau mécanisme permettant aux candidats la suite de plaintes dont il a été saisi, le Commissaire a exhorté la cible pour certains candidats briguant un poste bilingue. Toujours à du maximum de trois mois prévu auparavant — amélioration appréciable pour certains candidats briguant un poste bilingue. Toujours à inscrits au Permatr dans un délai de deux semaines environ, au lieu titres. Ces résultats sont maintenant communiqués aux employés et ment accéléré l'étude des résultats de ses tests de connaissances linguistiques. Par suite de plaintes reçues par le Commissaire et dont il a discuté avec la C.F.P., celle-ci a considérablement amélioré l'enregistrement des notes obtenues aux tests et examens

Il est de ces domaines importants où la Commission a fait de nets progrès : l'enregistrement des notes obtenues aux tests et examens de ce précieux instrument d'épanouissement personnel et professionnel. vaillant par équipes, dont beaucoup ne peuvent profiter pleinement ces locaux, le soir et pendant les fins de semaine, aux employés travaillant par équipes, dont beaucoup ne peuvent profiter pleinement de ce précieux instrument d'épanouissement personnel et professionnel.

un meilleur parti de l'ensemble des moyens mis en œuvre pour l'ensei-

« crédits » qu'ils jugent nécessaires pour leur avancement, puis à oublier consciencieusement tout ce qu'ils ont pu glaner. La C.F.P. devrait, soutenir énergiquement par le Conseil du trésor, insister pour que les ministères nomment ces diplômés à des postes où l'investissement des contribuables, financier celui-ci, et des diplômés, intellectuel et émotif celui-là, soit le plus rentable possible. A cette fin, la C.F.P. serait bien fondée à établir une fiche d'évaluation complémentaire où les diplômés noteraient, tous les six mois, dans quelle mesure leur affectation du moment leur permet d'utiliser leurs nouvelles compétences, dont l'acquisition complète coûte, d'après les calculs de la Commission, quelque \$3 000 à \$4 800 par tête . . . bien pleine (et \$14 550 en moyenne si l'on y inclut les frais de personnel parallèle). De telles fiches permettront au Conseil du trésor de mieux contrôler les progrès du bilinguisme institutionnel, et en outre au Bureau des langues de la C.F.P., de dépister les lacunes de ses programmes de maintien de l'acquis et d'y porter remède plus rapidement et plus systématiquement. De plus, elles constitueraient, pour le nouveau directeur général du Bureau des langues, un moyen d'évaluer, ne fût-ce qu'indirectement, les diverses méthodes pédagogiques qu'il a décidé de substituer à l'ancienne méthode « passe-partout » qui laissait peu de latitude pour moduler l'enseignement en fonction de l'âge, de l'expérience professionnelle et des aptitudes linguistiques du sujet.

Un certain nombre de diplômés anglophones frais émoulus des classes de français ont exprimé au Commissaire leur désir que les fonctionnaires francophones cessent de s'obstiner à leur parler en anglais et « endurent » avec plus de patience, même si cela entraîne une perte de temps, leurs ardues tentatives de mettre en pratique, et ainsi de conserver, leurs connaissances toutes neuves. Sans nul doute, la patience est une vertu que leurs collègues francophones ont, à travers une pénible expérience, cultivée au point d'en faire un art susceptible d'une telle manifestation de charité. Si cette situation semble éprouvante ou bizarre aux fonctionnaires francophones, peut-être leur sera-t-il loisible de puiser une consolation ironique dans le souvenir de la bonne volonté légendaire dont fait preuve depuis un siècle l'administration d'Ottawa dans ses efforts pour « aider » les employés canadiens-français à « pratiquer » leur anglais . . .

Afin d'essayer de contenir les coûts, la C.F.P. pourrait utiliser davantage les vastes installations du gouvernement, notamment celles d'Ottawa et de Hull prévues pour accueillir quelque 8 000 élèves par an. Actuellement, ces établissements, si impressionnants et si bien équipés, ne fonctionnent pendant l'été qu'au tiers environ de leur capacité. En informant plus largement les fonctionnaires disposés à prendre leurs vacances à l'automne, en hiver ou au printemps qu'ils peuvent s'inscrire à des sessions d'été, la C.F.P. tirerait, semble-t-il,

Les plaintes dont est saisi son Bureau et les entretiens qu'il a eus avec des députés et des dirigeants d'associations d'employés ont révélé au Commissaire quelques problèmes qui méritent l'attention du public, et tout particulièrement des fonctionnaires. Les remarques qu'il formule ci-dessous ne prétendent certes pas dresser un tableau exhaustif des cours de langue. Le Commissaire, qui espère mener en 1972-1973 une étude plus poussée et plus scientifique de la politique en matière de formation linguistique, ne se propose en effet d'aborder ici que trois ou quatre secteurs déjà défrichés par son Bureau.

Le taux élevé de « mortalité scolaire » signalé dans le rapport de l'année dernière semble imputable à plusieurs facteurs. L'une des raisons, apparemment généralisée, de l'abandon prématuré des cours de langue tient à l'habitude qu'ont de nombreux chefs administratifs de rappeler les participants, pour peu que la direction ait à faire face à une « crise » ou à un volume de travail dépassant ses prévisions. On comprend qu'elle soit tentée d'agir ainsi, mais les résultats, du point de vue linguistique, sont désastreux. A des fonctionnaires-stagiaires déjà accablés par les angoisses que leur inspirent carrière et études et qui auraient diablement besoin d'encouragement, cette façon de procéder procure une félicité aussi intense qu'à Don Juan, ses aventures en enfer : une éternité de conquêtes inachevées. Certains ministères ont instauré un système de « postes parallèles » pour remplacer les fonctionnaires qui suivent des cours de langue par du personnel supplémentaire. Cela coûte cher, mais certes moins que de continuer à jeter l'argent par les fenêtres en soumettant les candidats au cycle démorallisant « arrêt-départ-arrêt », qui les mène parfois à l'amertume sans les conduire pour autant à des résultats sûrs — car au lieu d'apprendre, par l'inscription et la réinscription on s'adonne au petit jeu des « cours-accoréon ». L'immersion « continue » pendant six mois ou davantage, à moins qu'elle ne provoque des tensions nerveuses par suite du choc culturel, semble, pour sa part, une médecine pédagogique et administrative rationnelle pour guérir le syndrome donjuanesque.

Un autre facteur qui motive certaines décisions d'abandon paraît être la crainte — pour ne pas dire la conviction — que les ministères n'affectent pas les diplômés des cours de langue à des postes où ces derniers pourraient exploiter les connaissances nouvelles acquises à la sueur de leur front. Et beaucoup d'entre eux subodorent dans toute cette histoire de cours de langue une simple affaire de peaux d'âne, ni plus ni moins qu'une quête de points supplémentaires sans valeur intrinsèque qui viendrait gonfler leurs dossiers Permatri (la banque électronique des talents fichés par la C.F.P.) — ce qui sape forcément le moral des participants et les porte à ne viser que le strict minimum de

à expliquer la Loi et ses répercussions. Cette offre pourrait tout partiellement intéresser les députés des régions où le bilinguisme est un sujet épineux, car au pis aller, si le Commissaire ne réussit pas à plaire, du moins peut-il commodément tenir lieu de paratonnerre pour canaliser les foudres du mécontentement...

Le Commissaire a mis en chantier deux autres projets qui seront réalisés au moment opportun. Tout d'abord, au début de 1973, le Bureau pourra offrir aux fonctionnaires fédéraux un modeste cahier documentaire, en quelque sorte une « trousse de survie dans la jungle du bilinguisme », qui comprendra au moins les deux premières parties du présent chapitre, le dépliant sur le Bureau, ainsi qu'un ou deux articles exposant la signification de la Loi et le rôle du Commissaire. Si les dirigeants fédéraux et les syndicats lui prêtent leur concours, il distribuera sur demande cette documentation, certes susceptible d'améliorations. En second lieu, le Commissaire se prépare à travailler de concert avec les autorités fédérales et provinciales intéressées, à l'établissement d'une série de manuels d'introduction au bilinguisme destinés aux élèves et étudiants de différents niveaux. Les établissements qui souhaiteraient expliquer en quoi la Loi rend plus indiqué encore l'enseignement de la langue seconde, ou bien examiner la question du bilinguisme dans le cadre de leurs cours d'affaires publiques, peuvent dès maintenant compter sur la coopération du Bureau.

Si enthousiastes dans l'accomplissement de leur mission que soient le Commissaire et ses collaborateurs, le gouvernement devrait, pour sa part, assumer un rôle plus énergique. Il est assuré de l'entière collaboration du Commissaire dans la tâche d'information du public et de ses propres fonctionnaires, tâche qu'il lui faut remplir afin que cette question complexe et impérieuse soit mieux comprise de tous. Chaque jour, en effet, nous confirmer qu'en matière de bilinguisme, il n'est pas bon de se reposer sur le doux et mol chevet de l'ignorance.

## F. *L'enseignement des langues : per ardua ad linguas*

L'un des critères les plus éloquentes de la détermination du gouvernement canadien à tenir son parti linguistique réside dans sa décision d'ouvrir largement aux fonctionnaires fédéraux l'enseignement de la seconde langue officielle, français ou anglais. Après un démarrage modeste en 1964, le Bureau des langues de la Commission de la fonction publique fonctionne à plein régime depuis 1968; c'est lui le fer de lance du gouvernement dans cette entreprise, même si un nombre croissant d'autres institutions, notamment les Forces armées et la Société centrale d'hypothèques et de logement, ont, elles aussi, mis sur pied des programmes de leur cru. À l'automne de 1972, 21 000 fonction-

ce qui serait logique, non seulement parce que leur titre les pare du prestige indispensable pour accrédiiter le bilinguisme auprès de leurs collègues, mais aussi parce que leur exemple direct peut rappeler à tous les échelons de la direction que le bilinguisme est une priorité inscrite par le Parlement dans le programme global de toutes les institutions. Naturellement, pour coordonner les efforts des directions, il faut que le Conseil du trésor tienne rapidement les promesses de leadership qu'implique son nouveau mandat, en établissant, de concert avec les chefs d'institutions, des lignes d'action efficaces et humaines. Mais ensuite il faudrait que ceux-ci, faisant office de « mandatarins itinérants » assistés de leurs conseillers ou « adjoints spéciaux » en bilinguisme, aillent plus souvent sur le terrain en dehors d'Ottawa et parcourent le Canada pour expliquer ces orientations. Si le personnel des bureaux régionaux ou locaux arrive à prouver qu'elles pèchent par manque de réalisme ou de justice, la direction devrait honnêtement, mais sans jamais renier le principe de l'égalité linguistique, opérer les aménagements nécessaires dans le choix des modalités et les calendriers d'application. L'essentiel, cependant, c'est que la haute direction et les conseillers en bilinguisme rendent visite aux fonctionnaires de tous les échelons dans chaque région principale et leur disent clairement ce qu'aux termes de la Loi ils doivent accomplir ensemble. Une telle « diplomatie de consultation » à l'égard du personnel et des syndicats peut se révéler très fructueuse et devrait, en tout état de cause, être normalement pratiquée dans le cadre des relations de travail.

Le troisième front de la campagne d'information se situerait au Bureau du Commissaire. Ce bureau, qui déjà répond à un nombre croissant de demandes de renseignements sur l'essence de la Loi, a en plus mis au point un matériel audio-visuel que le Commissaire se propose de diffuser le plus largement possible et qui comprend, outre un dépliant exposant avec simplicité la portée de la Loi et le fonctionnement du Bureau, des cartes de compte et des affiches qui invitent les intéressés à obtenir des renseignements en téléphonant aux frais du Bureau; à ces prospectus, déjà distribués sur une grande échelle à Ottawa et dans certains centres de voyage, s'ajoutent des articles dans des revues syndicales et professionnelles et un court métrage. Par ailleurs, le Commissaire a visité les dix provinces et les deux territoires canadiens. Organisées habituellement avec la collaboration du député de la circonscription, quel que soit son parti, ces tournées comportent des réunions publiques avec questions et réponses, des allocutions prononcées dans des clubs sociaux, des tribunes téléphoniques à la radio, des interventions à la télévision, des visites de classes et la participation à des assemblées d'écoles. À ce sujet, le Commissaire renouvelle l'offre qu'il a faite aux députés de tous les partis de se rendre dans leurs circonscriptions pour les aider, en sa qualité de mandataire impartial du Parlement,

Le deuxième champ de bataille, où se précisent peut-être les décisions capitales, se situe au sein même des institutions fédérales. À l'aide des directives générales émanant du Conseil du trésor, la direction de ces institutions doit trouver les moyens de décanter la signification de la Loi pour en imprégner toute l'organisation, depuis le sommet jusqu'à la base. Il est peut-être aussi extrêmement important que les sous-ministres et les présidents des sociétés de la Couronne soient appelés à jouer dans le domaine de l'information un rôle personnel plus actif,

Il semble urgent d'agir sur trois fronts. Tout d'abord, on devrait mettre sur pied sans retard le centre coopératif d'information sur le bilinguisme, dont l'idée, préconisée dans le rapport de l'an dernier, a trouvé quelques échos favorables au sein du Parlement et du gouvernement. Ce centre, qui regrouperait une documentation émanant des institutions gouvernementales à l'œuvre dans la « jungle bureaucratique » du bilinguisme, de même que des documents fournis par le Commissaire, pourrait en outre diffuser des brochures reproduisant les déclarations faites sur le bilinguisme par les chefs de parti et les présidents des principales associations du personnel. Pareil centre inspirerait confiance au public, non seulement en raison de son impartialité manifeste, mais aussi grâce aux réponses objectives qu'il apporterait en temps voulu à des questions portant sur tous les aspects du bilinguisme. Outre la documentation mise à la disposition du grand public et des fonctionnaires fédéraux (brochures et films), il pourrait offrir dans tout le Canada un service téléphonique à l'usage des parlementaires, des journalistes et des simples citoyens en quête de renseignements d'actualité. Il faudrait que ce service gratuit soit assuré au moins quatorze heures par jour, en raison des décalages horaires à l'intérieur du pays et pour que les parlementaires puissent en bénéficier pendant leurs séances du soir.

Les chefs élus de tous les partis se sont déjà montrés prêts à défendre la Loi en tant que réforme dont le principe même est dénué de tout esprit partisan. Cependant, si l'on veut éliminer à la fois le « ressac anglais » et le « scepticisme français », peut-être moins vètement mais souvent plus justifiable, il faut que tous les responsables intensifient et coordonnent leurs efforts pour faire connaître la réalité présente et les besoins futurs. Car l'« adhésion latente » constatée l'an dernier par le Commissaire chez le public n'est pas à toute épreuve.

bilinguisme. Il faut, pour une campagne d'information de ce genre, s'attacher à faire ressortir en termes tout ce qu'il y a de plus réaliste et pratique, le sens de la Loi et les orientations du gouvernement. Or, il devrait être clair maintenant, aux yeux de tous, que l'« olympianisme législatif » (on vote une loi sans se donner la peine de l'expliquer) n'est certes pas de nature à convaincre les Canadiens des mérites de la réforme linguistique; rares en effet sont, parmi les citoyens, les lecteurs assidus des *Statuts révisés du Canada*.

quoiqu'elles reposent sur certaines données empiriques, comme nous l'avons dit dans la partie « B » — peuvent être vagues, au même titre que les valeurs d'ailleurs; mais qu'on pense seulement aux difficultés que pose la définition des districts bilingues... En fin de compte, c'est bien entendu d'administrateurs éclairés que dépend l'application humaine de toute loi. Et même ceux-là peuvent se tromper. Pourtant, si on leur donnait clairement mandat d'interpréter ces deux normes dans l'optique du bon sens, de la générosité et de l'imagination, on aurait peut-être de bien meilleures chances qu'avec les districts bilingues d'instaurer la justice linguistique sur le plan fédéral dans tout le Canada, tout en assurant à moindre prix, sur le plan psychologique, la compréhension entre les deux cultures.

Que les Canadiens francophones en dehors du Québec, qui depuis longtemps voient dans les districts bilingues un rempart essentiel à leur sécurité culturelle, n'aillent surtout pas penser que l'exposé ci-dessus procède du désir d'affaiblir leurs droits. C'est précisément parce qu'il veut renforcer ces droits que le Commissaire juge nécessaire de réexaminer honnêtement la valeur des districts bilingues comme moyen d'y parvenir.

Ici prend fin la marche gratuite du Commissaire sur les brisées du second Conseil consultatif. Il espère que cet examen, aussi superficiel et peu concluant qu'il soit, contribuera tant soit peu à sensibiliser le public à la difficulté de la tâche dévolue à ce Conseil.

*E. La négligence en matière d'information : attitude, habitude ou béatitude ?*

Dans son rapport de l'année dernière au Parlement, le Commissaire notait combien le secteur de l'information du public en matière de bilinguisme semblait « dangereusement négligé ». Il déplorait que dans leurs efforts, les administrations fédérales, y compris le Bureau du Commissaire, n'aient pas « fait preuve d'une audace ou d'une imagination suffisante », et faisait remarquer que, par une triste ironie du sort, « deux années à peine après son adoption, une loi destinée à promouvoir la justice linguistique risquait de constituer, aux yeux de tant de gens, un instrument de discrimination linguistique... »

Aujourd'hui, plus de trois ans après l'entrée en vigueur de cette importante Loi du Parlement, le Commissaire estime qu'à son propos, il subsiste dans l'opinion publique, surtout de certaines régions anglophones du Canada, au moins autant de confusion, et parfois d'avantage, que l'an dernier. Il est évident qu'une réforme concrète et juste reste en soi la meilleure publicité, mais le Commissaire croit quand même que la population du Canada est en droit d'attendre une explication franche et complète de la Loi et des options gouvernementales en matière de

sans toutefois violer l'égalité de statut garantie aux deux langues par la Loi au niveau fédéral, non seulement ne pas affaiblir la langue française au Québec, mais encore prendre soigneusement en considération l'intérêt national, pour le Canada, d'encourager cette « saine prédominance » du français dans tous les aspects de la vie québécoise.

L'hypothèse B, quant à elle, mettrait tout simplement au rancart le projet de districts bilingues en dehors de la région de la capitale nationale. Cette solution plus radicale consisterait en effet à substituer le paragraphe 2 de l'article 9 au paragraphe 1 en tant que principal moyen de protection des droits linguistiques. En d'autres termes, on utiliserait comme critère essentiel, pour décider de la prestation de services bilingues, non pas les districts bilingues mais les notions de « demande importante » et de « possible ».

Quatre conditions seraient alors nécessaires. Premièrement, sur le plan technique, il faudrait que le Parlement modifie les articles 7 et 11 de la Loi sur les langues officielles en remplaçant le critère géographique fixé pour assurer une publicité et des services judiciaires bilingues au niveau fédéral par ceux de « demande importante » et de « possible ». La Loi tout entière, exception faite de l'article 10 qui est plus rigoureux dans sa protection des voyageurs, s'appuierait alors sur ces deux principes, dont l'élasticité est voulue.

En second lieu, afin de calmer les appréhensions naturelles des minorités francophones qui continuent à fonder leurs espoirs de sécurité juridique et psychologique sur les districts bilingues, il faudrait que le gouvernement même, avec hardiesse et franchise, une campagne d'information pour expliquer qu'il est désormais convaincu, par expérience, que les articles 9(2) et 10 permettent de garantir, avec plus de générosité et de souplesse, les droits linguistiques fédéraux. Pareille campagne pourrait en outre, ce qui serait excellent, faire comprendre aux divers échelons de la hiérarchie fédérale la portée et l'utilisation de ces deux articles clés.

En troisième lieu, afin de tenir sa promesse envers les groupes minoritaires, le gouvernement prendrait des mesures, par le truchement du Conseil du trésor en ce qui concerne les ministères et au moyen de directives du Cabinet à l'endroit des autres institutions, pour accélérer la réforme bilingue de façon appréciable et surtout concrète. Dans un tel programme, la priorité irait aux institutions fréquemment en rapport avec le public, et aux aspects visuels du bilinguisme, relativement faciles à modifier. Il ne faudrait pas se contenter de ce programme accéléré, ni tolérer qu'il jette simplement de la poudre aux yeux, mais le considérer comme une première étape indispensable.

Enfin, comme expérience cruciale de crédibilité, le gouvernement expliquerait aux dirigeants fédéraux, à tous les échelons, selon quelles valeurs il souhaite voir mesurer la « demande importante » et le caractère « possible » des services bilingues. Ces deux normes —

incitant à penser qu'on ne pourra proclamer aucun district bilingue avant l'hiver 1973-1974 — alors que la Loi aura été en vigueur depuis environ quatre ans et demi.

Quelles conclusions tirer de ces arguments contradictoires ? Le Commissaire n'a pas de réponse toute faite, mais avance deux hypo-

thèses de travail.

L'hypothèse A consisterait à mettre en œuvre l'idée initiale de la Commission « B. B. » de définir le cadre des districts par la « consolidation des groupes de la minorité linguistique officielle », lequel cadre « répondrait à des besoins linguistiques réels » et favoriserait le « regroupement des minorités » régionales.<sup>3</sup> Cette formule aboutirait évidemment à la création de districts bilingues inférieurs quant au nombre, mais parfois plus vastes que ne le proposait le rapport Duhamel (neuf des 37 districts envisagés comptaient moins de 2 000 personnes parlant la langue minoritaire). Elle pourrait se fonder sur trois critères. Le premier serait d'implanter les districts bilingues dans une réalité sociologique vivante — et de ne jamais les établir sur des fondations symboliques ou sentimentales, par exemple la nostalgie illusoire que suscite la lecture de noms désignant d'anciens lieux-dits ou gravés sur des pierres tombales. Si les districts bilingues deviennent synonymes de mythologie folklorique, leur principe même encourt le discrédit. Si districts il doit y avoir, qu'ils existent pour des gens nettement résolus à parler leur langue maternelle dans le futur comme par le passé.

Selon le deuxième critère, on établirait les districts autour de centres relativement importants et viables — non pas de villages reculés arbitrairement cueillis sur la carte, mais d'authentiques « collectivités régionales » dotées de structures économiques, sociales, culturelles et linguistiques solides. Dans une telle optique, le Nord et l'Est de l'Ontario, le Nord et l'Est du Nouveau-Brunswick (y compris Moncton) et Saint-Boniface seraient manifestement désignés, le Nouveau-Brunswick servant de foyer à la renaissance acadienne dans l'ensemble des provinces de l'Atlantique. À cet effet, un réseau régional de radio et télévision acadienne fonctionnant au sein de Radio-Canada serait d'une valeur inappréciable, de même que, pour les Franco-ontariens, le serait une programmation intensifiée et mieux coordonnée à l'échelle de toute la province.

Le troisième critère concerne le Québec. Dans son premier rapport annuel, le Commissaire exprimait l'opinion que « la vitalité du français partout au Canada reposera sur le dynamisme, voire la saine prédominance, du français dans ce seul territoire où les francophones forment la majorité et possèdent des institutions qui reflètent cette réalité ». À son avis, tout projet de districts bilingues au Québec devrait donc,

l'occasion de chaque grand recensement. Malgré les garanties prises pour assurer une transition sans heurts, les gens renoncent difficilement aux droits déjà acquis — quand bien même il ne subsisterait, par suite d'exode, d'assimilation ou de dépérissement « naturel », que des vestiges d'une minorité protégée au sein d'un district.

Enfin, ce qui aux yeux du Commissaire est bien plus éloquent encore, il se pourrait que l'établissement de districts bilingues soit devenu inutile puisque l'expérience indique en plusieurs cas que la Loi réussit sans eux, et depuis deux ans et demi, à protéger les droits linguistiques avec un certain bonheur. La raison en est simple, quoique en général méconnue, et tient en deux mots : l'article 9(2). A l'automne de 1972, le Commissaire avait constaté qu'il lui était loisible, pour défendre les droits linguistiques presque partout au Canada, d'interpréter de façon constructive les critères de « demande importante » et de « possible » énoncés par cet article. Les quelque 1 400 plaintes et 35 études spéciales traitées par son Bureau jusqu'alors lui donnaient à penser que beaucoup de ceux qui, par suite de l'insistance même de la Loi, se sont peut-être obnubilés outre mesure par la valeur de panacée des districts bilingues, ont pu par là même sous-estimer la force et la souplesse de l'article 9(2). D'ailleurs, loin que leur assise se trouve renforcée par les districts bilingues, les droits linguistiques peuvent en théorie se rétrécir comme une peau de chagrin : tandis que le paragraphe 1 de l'article 9 garantit des services fédéraux bilingues seulement dans les « principaux bureaux » des districts bilingues, le paragraphe 2 n'impose, pour sa part, aucune limite de ce genre. A titre d'exemple, le Commissaire a récemment recommandé la prestation de services bilingues dans les bureaux de poste auxiliaires (pharmacies et autres magasins) de Moncton. Or, si l'on proclamait Moncton district bilingue, le ministère des Postes pourrait en toute légalité restreindre les services bilingues aux seuls « principaux bureaux », peut-être uniquement au bureau central de la ville. Dans pareil cas, très peu probable, le Commissaire soutiendrait que le paragraphe 2 de l'article 9 l'emporte sur le paragraphe 1. Mais la seule possibilité de chicaneries juridiques de ce genre fait entrevoir que les districts officiels pourraient bien ne pas être les remparts indispensables des droits qu'ils semblaient devoir constituer aux yeux du Parlement et du public.

En célébrant à l'envi leur caractère indispensable, on a peut-être surestimé l'importance des districts bilingues et suscité un scepticisme qui ne pourra vraisemblablement qu'augmenter, face aux délais inévitables imposés par le cours des événements : le calendrier raisonnable du second Conseil consultatif, la période de réflexion réglementaire prescrite au Conseil des ministres, et la nécessité de prolonger peut-être les consultations avec les gouvernements provinciaux sont autant d'éléments

du Québec, qui depuis toujours fournit presque tous ses services dans les deux langues. Cependant, aucune de ces provinces ne semble disposée à exécuter son programme de bilinguisme selon un plan concerté et méthodique accordé au rythme des progrès accomplis dans le domaine fédéral. De ce fait, aux yeux du citoyen moyen peu porté à faire la distinction entre les diverses instances, les districts bilingues fédéraux risquent fort de n'être qu'un trompe-l'œil.

Cinquièrement, le texte de l'article 9(1) (« principaux bureaux ouverts dans un district bilingue fédéral ») suscite de graves anomalies à la périphérie de grandes villes où se trouvent des directions régionales, comme à Edmonton, Winnipeg, Toronto et Halifax. Puisque la Loi ne spécifie pas « principaux bureaux desservant un district bilingue fédéral », d'importantes collectivités francophones éventuellement regroupées dans des districts extérieurs à ces villes, même quand ils leur sont contigus, pourraient se voir refuser des services en français (en l'occurrence, la langue officielle minoritaire), si leur district en tant que tel ne comptait que des bureaux fédéraux secondaires, ou même pas du tout : par exemple, Saint-Boniface, dont les 46 715 habitants sont à 31 p. 100 francophones, et qui de ce fait remplit largement les conditions pour être désigné district bilingue, n'emploie qu'environ 20 à 25 fonctionnaires fédéraux — tous les « principaux bureaux » régionaux, qui, eux, emploient plus de 5 500 de ces fonctionnaires, se trouvant de l'autre côté de la rivière, à Winnipeg; or, la majorité anglophone de cette ville est tellement écrasante qu'on ne saurait, sans solliciter quelque peu la loi ou même réveiller de vieilles rançunes, la proclamer district bilingue. Nonobstant cette question de forme, le Commissaire a invité certaines institutions à se comporter comme si le mot « desservant » figurait vraiment dans la Loi, car souvent, c'est là, lui semble-t-il, le seul moyen de l'interpréter confortablement à l'intention générale manifeste du législateur.

Sixièmement, l'importance des districts bilingues pourrait être moindre qu'on ne l'avait pensé initialement, étant donné le renforcement notable de l'infrastructure culturelle dont bénéficient les collectivités francophones hors du Québec. Dans l'ensemble, les autorités provinciales — certes avec plus ou moins de générosité — accordent en effet à ces collectivités des ressources et des libertés nouvelles dans le domaine de l'enseignement. Et Ottawa, par le truchement du Secrétaire d'Etat, a visiblement encouragé une renaissance de la culture francophones dans plusieurs grandes villes et en allouant des fonds qui servent, entre autres choses, à engager des animateurs sociaux et culturels.

Septièmement, les districts bilingues, dans leur principe même, recèlent un ferment d'irritation du fait que la loi impose une révision décennale de leurs limites sur la base des modifications constatées à

geurs, lesquels, naturellement, en vertu de l'article 10, bénéficiaient de la présomption que la demande s'étend à « tout le réseau », partout au Canada ou ailleurs, sauf lorsque l'institution peut prouver que dans un lieu donné, « la demande est faible ou trop irrégulière pour justifier » des services bilingues. En ce qui concerne les services offerts aux voyageurs, la création de districts bilingues est donc, sur le plan juridique, purement et simplement inopérante.

Deuxièmement, comme l'a montré le rapport Duhamel, il est extrêmement difficile de dresser une carte de districts bilingues qui ne soit pas, aux yeux de beaucoup, confuse, illogique ou injuste ou les trois en même temps. Le mieux intentionné des cartographes, dans le cas du Québec ou même de Montréal seulement, risque de se heurter à des obstacles politiques colossaux.<sup>2</sup> Et jusqu'à quel point est-il juste de « protéger », par un district bilingue, les 795 francophones de Port-au-Port (Terre-Neuve) tandis qu'on « abandonne » les 38 000 et quelques citoyens de langue maternelle française qui résident dans la région métropolitaine torontoise ? Troisièmement, en partie à cause de ces complications intrinsèques, il se peut fort bien que les districts engendrent chez les groupes isolés usagers d'une langue officielle minoritaire une mentalité de ghetto, tout en excitant l'irritation au sein du groupe local de la langue officielle majoritaire et en attisant le ressentiment de groupes parlant une tierce langue, y compris des autochtones, qui voient dans la création de ces districts comme la consécration du statut « inférieur » qu'ils s'imaginent être le leur. Toutes ces réactions psychologiques, déjà manifestes auparavant, le sont devenues encore davantage après la publication du rapport Duhamel.

En quatrième lieu, la recommandation de la commission « B. B. » d'harmoniser les services bilingues fournis par les provinces et municipales au sein des districts fédéraux est en général restée lettre morte. En particulier, le vœu émis par la Commission que la province cardinale de l'Ontario se déclare bilingue et accepte le principe des districts bilingues aux niveaux provincial et municipal n'a pas été exaucé. De ce fait, tout le schéma proposé par la Commission « B. B. » de services bilingues intégrés à trois échelons perd sa portée et sa logique. Assurément, comme le notait Alexis de Tocqueville à propos de la démocratie américaine, la satisfaction partielle d'un désir d'égalité (dans le cas présent par le seul truchement de services bilingues fédéraux) apaise rarement de telles aspirations et peut tout aussi bien les exacerber et finir par décevoir amèrement des « espérances naissantes ». Il est vrai que certaines provinces, comme l'Ontario et le Nouveau-Brunswick, ont pris des mesures pratiques pour imiter progressivement l'exemple

2. En Belgique, certaines frontières linguistiques, loin de résoudre à tout jamais les conflits entre groupes linguistiques, semblent au contraire avoir récemment exacerbé les antagonismes au point de contribuer à la chute du gouvernement.

relativement peu de fonctionnaires fédéraux à devenir « fonctionnellement bilingues » . Pareils districts, comme les autres éléments de la Loi, n'ont pas pour but de rendre bilingues tous les fonctionnaires à tous les échelons, mais bien de permettre à l'État, en tant que collectivité d'institutions, de servir le public dans les deux langues, c'est-à-dire de se doter d'une « capacité bilingue », ce qui, dans certaines petites villes, n'impliquerait guère plus que le recrutement (ou la mutation ou le recyclage) d'un ou deux agents de la G. R. C., d'une infirmière, d'un commis aux postes et peut-être d'un conseiller en main-d'œuvre. Les districts auraient aussi pour autre résultat, mais en totale harmonie avec l'esprit de la Loi et sans porter atteinte aux droits des employés, d'améliorer pour un plus grand nombre de fonctionnaires fédéraux de la langue officielle minoritaire les possibilités qu'ils auraient de travailler dans leur langue maternelle. Sixièmement, l'article de 10 p. 100 qui doit servir à définir les districts (et auquel l'article 13(3) apporte plus de souplesse) apparaît au public comme une norme simple et raisonnable, bien qu'arbitraire, pour motiver la prestation de services linguistiques supplémentaires, en même temps qu'il constitue, aux yeux des administrateurs, une sorte de « masse critique » plausible pour justifier et pleinement utiliser ces services supplémentaires. Septièmement, l'existence de districts nettement définis empêcherait les directions locales de donner libre cours à leur fantaisie en interprétant de façon incohérente, ou même restrictive, les notions de « demande importante » et de « possible » énoncées à l'article 9(2). C'est peut-être uniquement parce qu'ils croient que tôt ou tard la proclamation des districts les obligera à « respecter » cette disposition que, dans certaines régions manifestement bilingues, quelques-uns des administrateurs acceptent — dès maintenant — de s'y conformer. Enfin, dans l'optique personnelle du Commissaire, la création des districts clarifierait, tout en le consacrant, le devoir qui lui incombe de protéger les droits linguistiques à l'intérieur de « bastions » nettement délimités. On peut concevoir plusieurs arguments contre la proclamation de nouveaux districts bilingues. Le premier, et peut-être le plus affligeant, c'est que beaucoup d'administrateurs publics ont tendance à considérer d'éventuels districts non pas comme des « bastions » ou des citadelles, à la fois points de convergence et source de rayonnement des services bilingues, mais bien plutôt comme des ghettos, des « réserves indigènes » confinantes dans lesquelles on pourrait reléguer les services bilingues embarrassants sur le plan administratif. Cette conception restrictive ne tient évidemment pas compte de la disposition complémentaire de l'article 9(2) qui garantit des services bilingues partout au Canada lorsqu'il y a « demande importante » et qu'il est « possible » de les fournir. Le malentendu devient alarmant lorsqu'on trouve cette fausse interprétation chez la haute direction de certaines institutions desservant les voya-

plus tard, de statistiques bien plus récentes, le gouvernement s'est abstenu de proclamer un quelconque district bilingue en soutenant que le « rapport Fox », prévu pour l'automne de 1973, lui permettrait de

prendre une décision fondée sur des données plus valables.

De toute évidence, la décision d'attendre le rapport Fox présente à long terme une certaine pertinence. Seul le second Conseil consultatif, grâce à la sagesse et la représentativité de ses membres et aux spécialistes en sciences sociales qui sont venus renforcer son équipe, sera en effet à même de mener, sur place et selon des données récentes, l'enquête indispensable pour aboutir à une solution durable. Mais là encore, il faudra probablement attendre un an de plus; et, sans vouloir préjuger des conclusions du Conseil, le Commissaire estime, vu la confusion qui règne dans les esprits à propos de toute cette question des districts bilingues, qu'il serait peut-être bon, et même en fin de compte utile, de présenter un résumé des arguments pour et contre la proclamation de tels districts.

Les raisons qui militent en faveur de ces districts sont relativement bien connues. Tout d'abord, même s'il reste que la « volonté de persister » est sans aucun doute le facteur essentiel de survie pour la culture de tout groupe minoritaire, les districts bilingues confèreraient une solide assise juridique à la langue officielle minoritaire et aux droits de ses usagers : les articles 7 (publicité), 11 (tribunaux) et surtout l'article 9 (tous les autres services) énoncent les obligations précises que les institutions fédérales doivent remplir dans ces subdivisions. En deuxième lieu, la création des districts constitue aux yeux des collectivités linguistiques isolées une reconnaissance symbolique éclatante du statut égal des deux langues officielles à l'échelle du Canada, quelle que soit leur inégalité de fait aux niveaux provincial et municipal. Troisièmement, tout en fortifiant le sentiment de sécurité des groupes linguistiques minoritaires, les districts peuvent sensibiliser les groupes linguistiques majoritaires locaux aux droits de la minorité et peut-être encourager les provinces et les municipalités à créer leurs propres districts bilingues ou à offrir des services dans les deux langues. Quatrièmement, bien que les répercussions pratiques de ces districts soient encore mal comprises des administrateurs publics, un certain nombre d'institutions fédérales offrent dès maintenant, ou se préparent à le faire, des services dans certaines des subdivisions en projet, comme si elles étaient déjà proclamées officiellement districts bilingues — et d'ailleurs, le Bureau du Commissaire, dans plusieurs « études spéciales », a invité les ministères à ne pas perdre de vue l'éventualité de tels districts. La Commission de la fonction publique, elle aussi, suit la même ligne de conduite, quand elle décide où publier des annonces d'emploi bilingues. Cinqüièmement, toute évaluation raisonnable des besoins réels amène à conclure que la création de districts bilingues n'obligerait que

protection des droits linguistiques. Après avoir énuméré certains des facteurs qui motivent ce réexamen, il peut être utile, pour faciliter la discussion dans le public, de rappeler quelques-uns des arguments pour et contre la proclamation de districts bilingues, puis de proposer deux hypothèses de travail à la réflexion des autorités désignées.

Le premier de ces facteurs est le rapport, publié en mai 1971, du premier Conseil consultatif des districts bilingues, commission spéciale indépendante chargée aux termes de la Loi de conseiller le cabinet fédéral sur la délimitation précise de toutes les « subdivisions » que le gouvernement pourrait envisager de proclamer districts bilingues. Le Conseil, dans ce rapport qui porte le nom de son président, M. Roger Duhamel, recommandait que le gouvernement crée 37 districts le plus tôt possible après la période réglementaire de 90 jours de délibération, et qu'il en crée éventuellement 24 autres lorsque les résultats du recensement décennal de juin 1971 seraient connus à Ottawa. Comme règle pratique pour définir les districts bilingues, le Conseil a dû adopter le critère de l'existence, dans toute subdivision proposée, d'une minorité de langue maternelle française ou anglaise représentant au moins 10 p. 100 de la population (sauf dans les cas où des services bilingues étaient déjà couramment offerts). La réaction du public à l'égard du rapport a été très diverse, allant de la satisfaction éprouvée par la plupart des collectivités francophones en dehors du Québec, en passant par l'aprobation, l'indifférence ou l'hostilité de leurs concitoyens anglophones, jusqu'à l'opposition générale que suscitait au Québec l'idée de proclamer bilingue la totalité de la province, le Nouveau-Brunswick étant la seule autre province à se voir proposer le même statut.

Le deuxième facteur est la nomination, en juin 1972, d'un second Conseil consultatif, sous la présidence du Professeur Paul Fox, chargé de reprendre le flambeau de la commission Duhamel dissoute entre-temps, mais cette fois en se fondant sur les chiffres du recensement de 1971 pour la langue maternelle, alors que le rapport Duhamel avait forcément utilisé ceux du recensement de 1961.

Le troisième facteur est la publication, en août 1972, des chiffres préliminaires du recensement de 1971, qui montrent un léger fléchissement de la proportion des francophones dans toutes les provinces, sauf Terre-Neuve et la Colombie-Britannique, deux de celles où les collectivités francophones sont les moins nombreuses — lesquelles collectivités, d'ailleurs, n'étaient même pas proposées comme d'éventuels districts bilingues sur les cartes provisoires dressées par la Commission « B.B. » dans le volume I de son rapport.

Le quatrième facteur est le retard du gouvernement lui-même à mettre en œuvre les recommandations du rapport Duhamel. Sans doute en raison des réactions extrêmement diverses, voire parfois hostiles, de l'opinion et du fait qu'il allait pouvoir disposer, quelques mois

le français) ne semblent guère de nature à déclencher une révolution qui ferait des francophones canadiens des Canadiens à part entière.

De toute évidence, ministères et organismes doivent faire une plus grande place aux Canadiens francophones unilingues, faute de quoi l'on ne sortira jamais du cercle vicieux engendré par le faible taux de recrutement des francophones et par la rareté des occasions de travailler en français au niveau fédéral. Ce n'est pas par des slogans faciles que l'on résoudra ou dissimulera ce problème. Aussi le Commissaire espère-t-il que le gouvernement va rapidement prendre des initiatives pour mieux définir les droits afférents à la langue de travail, pour aménager des structures administratives dans lesquelles les Canadiens francophones se sentiront à l'aise, et pour procéder à un recrutement plus équilibré. C'est à ce prix, et à ce prix seulement, que la Loi sur les langues officielles deviendra l'instrument de la pleine égalité linguistique voulue par le Parlement.

#### *D. Les districts bilingues : mieux vaut tard... ou jamais ?*

L'idée des districts bilingues officiels proposée par la Commission royale d'enquête sur le bilinguisme et le biculturalisme s'inspire essentiellement du modèle finlandais. Elle a amené les législateurs à instaurer un mécanisme très large, qui fait l'objet de sept articles de la Loi sur les langues officielles (12 à 18) et a une portée directe sur trois autres (7, 9 et 11). Le public en général, le Commissaire compris, s'attendait que le Conseil des ministres mette ce mécanisme en œuvre au cours de l'année financière 1971-1972 pour proclamer certains de ces districts. Au moment où nous écrivons, cependant, le seul « district bilingue » officiel reste la région de la capitale nationale, qui a acquis son nouveau statut linguistique lorsque la Loi est entrée en vigueur en septembre 1969.<sup>1</sup>

Depuis son premier rapport annuel, le Commissaire a réfléchi derechef sur le rôle que pourraient jouer les districts bilingues dans la

1. D'après la Loi, la région de la capitale nationale n'est pas un « district bilingue » ordinaire. Dans de tels districts, si tant est qu'on les proclame un jour, la Loi n'exigera en effet la prestation de services bilingues que des « principaux bureaux ». Dans la région de la capitale nationale, par contre, l'obligation de fournir des services dans les deux langues ne comporte aucune limite, comme le stipule l'article 9(1), et tous les bureaux, à tous les échelons, y sont astreints :

Il incombe aux ministères, départements et organismes du Gouvernement du Canada, ainsi qu'aux organismes judiciaires, quasi-judiciaires ou administratifs ou aux corporations de la Couronne créés en vertu d'une loi du Parlement du Canada, de veiller à ce que, dans la région de la Capitale nationale d'une part et, d'autre part, au lieu de leur siège ou bureau central au Canada s'il est situé à l'extérieur de la région de la Capitale nationale, ainsi qu'en chacun de leurs principaux bureaux ouverts dans un district bilingue fédéral créé en vertu de la présente loi, le public puisse communiquer avec eux et obtenir leurs services dans les deux langues officielles.

saperont la vigueur du français, non seulement au Québec, mais dans l'univers fédéral tout entier. Point n'est besoin de faire preuve d'une imagination débordante pour trouver quels sont les moyens techniques à mettre en oeuvre, entre autres des directives réalistes, des cours de langue à l'intention des fonctionnaires fédéraux anglophones et des services de traduction. Mais ce qui prime incontestablement tout le reste, c'est la ferme volonté de reconnaître — et d'agir en conséquence — que, si sous prétexte de « difficultés administratives », on torpille le français dans sa qualité de principale langue de travail au Québec (langue maternelle de 80,7 p. 100 de sa population), les U.L.F. et autres figures de rhétorique à l'appui ne seront rien de plus qu'un minable maquillage.

Il va de soi que l'on peut dès maintenant signaler des exceptions tout à fait recevables, tels certains aspects du contrôle de la circulation aérienne régis par des règles internationales de sécurité. Mais des exceptions isolées ne devraient pas être gonflées au point de brouiller les cartes et d'inverser les rôles en faisant passer pour anormale l'utilisation du français dans le travail là où les francophones sont fortement majoritaires. Même les problèmes techniques se révèlent parfois moins complexes qu'ils ne le semblent au premier abord; c'est ainsi que le Service de l'environnement atmosphérique, dont le Commissaire a pu récemment mettre à l'épreuve la bonne volonté à Montréal, découvrit, à sa grande et heureuse surprise et à la satisfaction de ses employés, qu'on pouvait prévoir le temps avec autant d'exactitude en français qu'en anglais, et servir tout autant le public dans les deux langues.

La troisième initiative que le Commissaire recommande est étroitement liée à l'intensification des efforts qu'Ottawa consentira pour renforcer le français au Québec, et à la longue ailleurs. Il exhorte les pouvoirs publics à lancer une campagne de recrutement intensive afin d'attirer au service de l'État fédéral les talents de Canadiens francophones tant unilingues que bilingues, dans des proportions approchant d'avantage le pourcentage de la population qu'ils représentent au pays. Naturellement, ce n'est pas en faisant miroiter, par des prophéties illusoires, les mirages d'un nirvana linguistique, ni en pratiquant la politique de l'autruche, qu'on pourra mener à bien une telle entreprise. Le gouvernement, avec si possible l'appui de tous les partis politiques, ne doit pas cacher aux recrues francophones « en puissance » que, nonobstant les améliorations en cours, les « structures d'accueil » linguistiques dans les institutions fédérales sont encore, à quelques exceptions près, bien loin de faciliter leur adaptation : en 1971, environ 82 p. 100 de tous les postes de « catégories clés » relevant de la Commission de la fonction publique étaient occupés par des titulaires anglophones, et les exigences linguistiques fixées par la C.F.P. pour cette même année (80 p. 100 des postes requérant l'anglais seulement contre 8 p. 100,

cipes et programmes visant au renforcement du français — et donc influant sur son avenir au Canada; à cette fin, il lui faut les harmoniser, dans la mesure du possible, avec ceux du Québec et en outre adopter une approche globale et homogène pour promouvoir le français, langue de travail, dans les quelque 150 administrations que dirige Ottawa.

Pour ce qui est d'une coopération pratique avec le Québec, Ottawa attendra probablement l'annonce de programmes plus concrets, qui vont sans doute germer dans le sillon tracé par le rapport de la Commission Gendron sur le statut de la langue française. Pour la même raison, à savoir ne pas anticiper la politique linguistique que le Québec adoptera en fin de compte, le Commissaire ne peut que réaffirmer sa sympathie à l'égard de l'idée générale d'un renforcement du français au Québec.

Il pense toutefois qu'en coordonnant les éléments de sa politique d'implantation du français comme langue de travail au sein des institutions fédérales, le gouvernement devrait s'attacher essentiellement à résoudre trois problèmes connexes.

Tout d'abord, bien entendu, il lui faut arrêter, et largement diffuser, un ensemble de directives précisant plus nettement, même à titre d'essai seulement, les grandes règles qu'il serait prêt à suivre en vue de défendre le droit des employés fédéraux à travailler dans la langue officielle de leur choix. Cela supposerait forcément que l'on ait répondu aux questions élémentaires soulevées plus haut par les modalités d'exercice des droits afférents à la langue de travail. Le Commissaire, pour sa part, doit continuer à rendre en toute indépendance ses jugements sur les cas particuliers dont il est saisi; pourtant, si le gouvernement pouvait proposer une série de directives, voilà qui aiderait les employés fédéraux à prévoir le cheminement de leur carrière avec plus de certitude quant à l'éventail de chances (qu'on souhaiterait extrêmement large) qui leur est offert pour choisir leur langue de travail.

Deuxièmement, le gouvernement devrait, sans même attendre les éléments d'observation qui lui permettraient d'évaluer la « démarche structurale » entreprise avec les U.L.F., prendre des mesures systématiques pour faire du français la langue de travail prédominante dans les services régionaux de l'État fédéral au Québec. Cette « réforme » n'est rien d'autre que le corollaire naturel de la prédominance de fait dont jouit l'anglais comme langue de travail partout ailleurs au Canada. Bien évidemment, les possibilités pratiques de travailler en français dans l'administration fédérale doivent déborder le cadre du Québec pour s'étendre notamment à Ottawa ainsi qu'à certains secteurs du Nouveau-Brunswick, de l'Ontario et du Manitoba; mais la priorité doit porter sur le Québec. Si les autorités fédérales, tout en respectant les droits garantis par la Loi aux anglophones en matière de langues de service et de travail, ne peuvent accepter et obtenir que le français soit la langue « normale » de travail dans leurs bureaux québécois, elles

administratifs en français, surtout dans les domaines financier et technique, et le fait que les administrations centrales continuent, en violation de la Loi, du moins de son esprit, à publier nombre de directives en anglais seulement.

En revanche, les U.L.F. peuvent présenter des avantages certains. Tout d'abord et avant tout, la reconnaissance symbolique et officielle du français comme langue de travail semble en quelques cas avoir notablement amélioré non seulement le moral mais aussi le rendement. Il est évident que le fait de travailler dans sa langue maternelle devrait, sauf s'il y a pénurie de lexiques techniques, accroître l'efficacité. Deuxièmement, on a noté une augmentation encourageante de l'emploi du français, non seulement au sein de nombreuses U.L.F., mais aussi dans des unités « de langue anglaise » ou « bilingues » traitant avec les U.L.F., et certains diplômés anglophones des cours de langue semblent heureux de cette occasion de pratiquer leur français. Troisièmement, dans les cas où les U.L.F. ont suivi les grands principes sous-jacents à leur création, elles suscitent une « demande » de communications fort variées en français et de vocabulaires techniques spécialisés, ce qui tend à développer l'usage du français en quantité comme en qualité. Quatrièmement, l'existence même des U.L.F. devrait davantage sensibiliser les fonctionnaires de langue anglaise aux droits et problèmes de leurs collègues francophones — et ainsi peut-être aider les anglophones à voir les difficultés de leur propre carrière dans une perspective plus juste. Enfin, les unités offrent des structures plus pratiques et une atmosphère plus propice pour accueillir dans l'administration fédérale les nombreux Canadiens unilingues francophones dont la fonction publique a si grandement besoin pour à la fois mieux représenter notre population et puiser dans un réservoir de talents resté jusqu'à présent inaccessible : en juin 1972, la C.F.P. n'offrait encore qu'environ 9 p. 100 de ses postes à des francophones unilingues.

Des comptes rendus, fragmentaires il faut l'admettre, qui sont parvenus jusqu'à présent au Commissaire, émane en général l'espoir timide que ces avantages pourraient contribuer à l'expansion du français — et donc au respect plus fidèle de l'intention du Parlement — par un éventuel effet « boule de neige ». Assurément, ce n'est toutefois qu'après une période d'essai prolongée qu'on pourra porter un jugement de valeur tranché sur cette expérience des U.L.F.

## 2. « L'esprit » de la Loi n'exclut pas un peu de réalisme

Même dans l'attente d'une preuve décisive que les unités de langue française peuvent sensiblement favoriser l'implantation du français comme langue de travail, et tout en recherchant des réponses pratiques à certaines questions d'ordre administratif, le gouvernement fédéral doit instantanément songer à coordonner de manière cohérente tous ses prin-



vail, il est clair que, faute d'une prompte et éclatante percée d'Ottawa sur ce front, la Loi sur les langues officielles sera amputée d'une partie vitale de sa signification. Tout progrès restera illusoire à moins que le gouvernement, on ose l'espérer avec le soutien de principe de tous les partis politiques, ne trouve des réponses aux questions pratiques d'ordre administratif que pose l'exercice des droits linguistiques dans le travail, surtout quant au lieu et au mode d'application. Le Commissaire ne prétend pas détenir le secret de ces solutions, mais il est convaincu de l'importance qu'il y a pour le gouvernement, de concert avec les associations d'employés, à s'attaquer sans plus tarder à ces problèmes en termes concrets qui transcrivent dans la réalité le principe énoncé par le Parlement. En attendant, pour nourrir la discussion publique, il va brièvement examiner l'expérience récente visant à réaliser la justice linguistique dans le travail grâce à un mécanisme particulier : les unités de langue française (U.L.F.). Après quoi il présentera quelques suggestions d'ordre général qu'Ottawa pourrait envisager d'adopter pour placer le français sur le même « piédestal » d'égalité que l'anglais dans le milieu du travail.

### *1. Les unités de langue française : ghettos ou pépinières ?*

Le gouvernement, qui essaie depuis novembre 1971 de donner aux fonctionnaires francophones une meilleure chance de travailler dans leur langue par le truchement des « unités de langue française », a désigné 457 de ces unités dans 39 ministères et organismes. Cette expérience, apparemment novatrice aux yeux de nombreux Canadiens anglophones, ne fait qu'entériner une certaine réalité en créant, sur une mini-échelle, une réplique de l'énorme « unité de langue anglaise » qu'était et que demeure pour la plus grande part l'administration fédérale. C'est une réforme intéressante, certes, mais encore extrêmement modeste et qui, dans bien des cas, se ramène plutôt à une simple « immersion baptismale » : des 29 000 personnes affectées à ces unités, environ 26 000 travaillaient déjà plus ou moins en français avant que leurs services soient baptisés U.L.F. ; en outre, 330 des 457 unités se trouvaient au Québec où, après tout, il devrait être on ne peut plus normal que le français soit plus souvent utile. D'ailleurs, ceux qui pourraient craindre qu'un raz-de-marée assimilateur ne déferle sur la forteresse anglophone défendue par quelque 404 000 fonctionnaires fédéraux apprendront peut-être avec soulagement, s'ils ne le savent déjà, qu'au sein des U.L.F. évoluent des groupes aussi « agressifs » que les 66 buandiers d'un hôpital fédéral au Québec et les douze brocheurs d'une sous-section ministérielle à Ottawa. Il est vrai qu'il existe des U.L.F. beaucoup plus importantes, tel le 5<sup>e</sup> Groupement de combat stationné au Québec, mais le Commissaire est persuadé que ce cin-

Il ne serait pas inexact de dire que l'interprétation donnée par le Commissaire à l'expression « quant à leur emploi dans », qui figure dans cet article et dans laquelle il voit la reconnaissance du principe de l'égalité des deux langues officielles pour le travail, n'a guère été clarifiée par les autorités fédérales dans leur ensemble — tout du moins jusqu'à la déclaration faite par le président du Conseil du trésor le 14 décembre 1972. Cette interprétation trouve encore moins d'échos dans les faits, en dépit de la modeste « réforme » expérimentale tentée avec les unités de langue française. Ottawa est encore loin d'être un paradis pour les fonctionnaires fédéraux francophones; et pour ce qui est de leurs sem- blables en dehors d'Ottawa, et parfois même au Québec, l'environnement administratif, linguistiquement parlant, tient plutôt de ces lieux par- Dante célèbres. En 1971, seulement 8,3 p. 100 des 66 675 postes pour- vus dans la fonction publique souffraient un titulaire francophone uni- lingue (contre près de 80 p. 100 pour les unilingues anglophones), alors que les francophones constituaient 27 p. 100 environ de la population totale du Canada. La tradition, la timidité (sinon une intimidation dis- crète), la lassitude et, par-dessus tout, la seule complexité pratique que suscite toute tentative sincère d'implantation du français comme langue de travail — tous ces facteurs tendent à rendre extrêmement difficile « l'emploi » du français pour le travail sur un pied d'égalité avec l'anglais.

La Loi sur les langues officielles proclame indéniablement les droits afférents à la langue de travail. Il va de soi que le bon sens impose quelques limites à l'exercice de ces droits. Nul être raisonnable, franco- phone ou anglophone, ne peut exiger, dans l'absolu, de travailler dans la langue officielle de son choix n'importe où, n'importe quand : le fonctionnaire francophone en poste à Victoria ou son collègue anglo- phone employé à Chicoutimi doit reconnaître certaines réalités mini- males. Toutefois, il ne faut pas que les dirigeants des administrations fédérales se laissent tenter par le démon de la mesquinerie et de la dé- raison en arguant de ces « réalités » pour saboter le principe de l'égalité des deux langues dans le travail.

En égard au soutien que la Loi accorde, en termes assez géné- raux, à l'égalité du français et de l'anglais comme langues de travail, le Commissaire s'est efforcé de régler individuellement chaque cas tout en faisant pencher le plus possible la balance en faveur du droit de chacun à choisir sa langue de travail. C'est ce qu'il fait quand il se heurte aux divers « obstacles » matériels (comme la situation géogra- phique ou la composition linguistique d'un bureau donné) que minis- tères et organismes invoquent souvent pour limiter l'exercice des droits de l'employé quant à la langue de travail.

Quelles que soient les raisons de l'échec du gouvernement fédéral à étendre plus rapidement l'emploi du français comme langue de tra-

Dans les pages précédentes, le Commissaire a tenté d'aborder quelques-unes des questions qui se posent continuellement non seulement à propos de ses interventions mais aussi dans ses rapports moins officiels avec des fonctionnaires et de simples citoyens. Il aura probablement omis certains points qui suscitent encore des doutes ou des angoisses, et qu'il se fera un plaisir de dissiper — ou du moins s'y efforçera-t-il — dès que quiconque l'y invitera. En cherchant ainsi à projeter un peu de lumière dans quelques obscurs recoins de la Loi, le Commissaire sait que son jugement peut être pris en défaut, et il accueillera avec reconnaissance toutes suggestions et corrections susceptibles d'améliorer son « guide de navigation dans les eaux du bilinguisme ». Entre-temps, il espère que cette ébauche de vade-mecum pourra aider, dans une certaine mesure, les aphones de l'administration ou tout au moins leur offrir, si la chose linguistique devait se gâter, un bon émissaire pratique et complaisant.

### *C. Travailler en français : la voie étroite vers la terre promise*

L'an dernier, le Commissaire exprimait l'opinion « qu'à longue échéance, l'avenir du français en Amérique du Nord dépendra surtout de la façon dont le Québec saura affermir sa principale langue de culture pour en faire une langue de travail et d'échanges sociaux ». En liant ainsi le sort du français dans tout le Canada au « dynamisme, voire la saine prédominance, du français dans ce seul territoire où les francophones forment la majorité », il tenait à souligner l'harmonie naturelle des efforts qu'il déploie en faveur du français, dans le cadre de la Loi sur les langues officielles, avec l'impulsion de plus en plus vigoureuse que le Québec veut logiquement imprimer à l'emploi du français dans tous les secteurs d'une société moderne. Les efforts du Commissaire, qui n'affaiblissent aucunement l'esprit égalitaire de la Loi à l'égard de l'anglais, visent à aider les francophones du Québec et d'ailleurs de deux manières : tout d'abord en leur garantissant, partout où la Loi l'exige, des services fédéraux en français et, deuxièmement, en défendant le droit que leur confère la Loi de travailler pour l'État fédéral dans leur langue maternelle.

Ce droit de travailler en français, aussi bien qu'en anglais, au sein de l'administration fédérale découle de l'article 2 de la Loi, où il est stipulé :

L'anglais et le français sont les langues officielles du Canada pour tout ce qui relève du Parlement et du Gouvernement du Canada; elles ont un statut, des droits et des privilèges égaux quant à leur emploi dans toutes les institutions du Parlement et du Gouvernement du Canada.

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En premier lieu, elle doit leur rappeler, lorsqu'elle les met au courant des obligations imposées à l'échelle du réseau, que celles-ci s'appliquent non pas aux personnes, mais bien aux institutions en tant que telles. En un mot, la direction doit expliquer aux employés que ce que veut le Parlement, c'est que la *capacité* de l'organisme de servir les voyageurs dans les deux langues s'étende à l'ensemble du réseau; il n'a jamais été question que chaque employé, à chaque niveau, soit ou devienne bilingue. En deuxième lieu, la direction doit bien préciser que c'est à l'institution, et non à ses employés, de trouver des moyens judicieux et civilisés de réaliser cette capacité bilingue dans le délai le plus court possible. Les recommandations qu'adresse le Commissaire à ces institutions les exhortent invariablement à consulter les syndicats et à s'efforcer de concilier la Loi du Parlement et les droits d'ancienneté et d'éviction. Les chefs syndicaux conscients de leurs responsabilités ont prouvé au Commissaire qu'ils appuieront tout effort qui tiendra compte du facteur humain pour réaliser la justice linguistique dans tout le réseau. Un tel effort implique souvent l'accroissement et l'amélioration des cours de langue et une intensification provisoire du recrutement d'employés possédant, à compétence technique égale, les connaissances linguistiques les plus utiles. En troisième lieu, il faut, dans l'intérêt même de la crédibilité de la Loi, que les services offerts en vertu de l'article 10 manifestent une certaine souplesse dans leur nature, leur degré et leur calendrier. Si rigoureux que soit le texte de la Loi, le Commissaire juge sage, pour en interpréter la lettre, de considérer avec quelques égards les difficultés réelles auxquelles se heurtent, en matière de personnel, certains postes, stations ou missions. Même en partant du principe d'une demande généralisée au réseau tout entier, il estime normal et conforme à l'esprit de souplesse de la Loi, de préciser que la demande n'est pas une question de tout ou rien réductible à l'alternative suivante : ou bien offrir tous les services dans les deux langues, ou bien n'en offrir aucun. Le mieux, à son avis, serait que les institutions fassent diligence pour consacrer un maximum d'énergie et de ressources à la fourniture de services bilingues sur l'ensemble de leur réseau, tout en acceptant que ces services soient plus ou moins étendus et accessibles selon la nature et le volume de la demande « constatée », ce qui implique évidemment qu'on ait auparavant activement offert ces services. Bref, pour garantir les droits linguistiques des voyageurs au Canada et dans les bureaux canadiens à l'étranger, il faudrait tout d'abord que chaque institution prenne clairement et résolument conscience de ses devoirs universels, et ensuite que la diffusion de ses services à travers l'organisme tout entier se fasse à partir des principaux centres de relations avec les voyageurs aussi rapidement que le permettent l'ingéniosité, la technique et une administration du personnel sensible aux problèmes de l'individu.

### 3) Des commis voyageurs... et autres « bourlingomanes »

Les institutions fédérales qui ont affaire aux voyageurs occupent une place de choix dans le texte de la Loi. L'article 10, qui leur est consacré, leur impose, ainsi qu'à leurs concessionnaires en relations avec le public, des obligations non seulement honorifiques, mais encore géographiques et linguistiques. C'est ainsi que cet article 10 laisse peu « d'échappatoire vers l'unilinguisme » par exemple aux compagnies aériennes et ferroviaires, aux hôtels, aux bureaux de douane et d'immigration, aux parcs et autres bureaux ou installations servant, pour le compte du fédéral, les voyageurs au Canada et même à l'étranger. Il ne suffit donc pas d'offrir des services bilingues *seulement* lorsque demande importante et possibilité coïncident. La Loi, en effet, prend le taureau par les cornes, si l'on peut dire, pour assigner clairement les responsabilités, en exigeant de ces institutions qu'elles postulent au départ une demande généralisée dans tout leur réseau; elle n'admet d'exceptions que dans les cas où la « demande de services [bilingues] est faible ou trop irrégulière pour justifier » de tels services. Et, encore une fois, c'est à l'institution qu'il incombe de prouver la faiblesse ou l'irrégularité de la demande.

La dose est réellement forte à avaler pour les administrateurs d'organismes traitant avec les « voyageurs ». Mais c'est bien ainsi que le Parlement a rédigé la Loi, sans doute dans l'espoir que les Canadiens des deux groupes linguistiques puissent se sentir chez eux partout au Canada si possible, et même dans les bureaux canadiens à l'étranger. Ces dirigeants doivent donc comprendre d'emblée que la question des futurs districts bilingues ne modifie en rien leurs propres obligations, ou du moins ne les limite absolument pas. L'article 10 a pris pleinement effet en septembre 1969, et si jamais on proclame un jour des districts bilingues, cela ne changera rien pour des voyageurs qui sont déjà fondés par la Loi à recevoir des services complets (à quelques exceptions mineures près, décrétées par le Conseil des ministres) sur toute l'étendue du réseau fédéral de voyage.

Non seulement certaines administrations fédérales, comme la Direction des parcs nationaux et des lieux historiques du ministère des Affaires indiennes et du Nord canadien, ont compris cette imposante mission, mais elles ont aussi commencé à mettre en œuvre les recommandations du Commissaire visant l'implantation systématique et généralisée de services bilingues. D'autres institutions, comme le CN, s'efforcent aussi depuis bien des années d'atteindre cet objectif. Par contre, dans certains organismes clés, la direction n'a pas encore expliqué toute la portée de la Loi aux employés, à tous les échelons. Il convient qu'elle le fasse d'urgence, en précisant trois points d'importance capitale pour chacun d'eux.

Souvent, des considérations d'ordre technique, financier, administratif ou touchant au personnel peuvent empêcher la fourniture de services bilingues. Il faudrait cependant que de telles situations soient aussi rares et d'aussi courte durée que possible, et c'est toujours à la direction, tant à l'échelle nationale que sur le plan régional ou local, qu'il appartient de prouver l'impossibilité; ce n'est jamais au public de démontrer la possibilité.

De même, c'est la direction qui doit assumer la lourde responsabilité d'un refus de services bilingues fondé sur l'inexistence d'une « demande importante » dans un bureau ou un lieu donné. Le Commissaire, qui est chargé en vertu de l'article 25 d'interpréter l'esprit de la Loi et l'intention du législateur, se rend très bien compte du véritable dilemme pratique dans lequel cette expression peut plonger même le mieux intentionné des administrateurs. Il croit que le Parlement, en ne fixant pas de critères plus précis, a dû vouloir que tous les intéressés soient guidés dans leur estimation par le principe de « l'homme raisonnable », ou tout au moins par un étalon souple, qui ne soit pas lié à des facteurs mathématiques invariables et peut-être inapplicables en certaines occasions. Le Commissaire recommande en outre d'évaluer la demande en tenant compte des valeurs-corrélaires du bon sens, de la générosité et de l'imagination. Tout cela, qui reste encore bien vague, peut devenir plus tangible si l'on s'appuie sur certains éléments mesurables comme les statistiques de la population locale établies selon la langue maternelle, les districts bilingues proposés (même à titre hypothétique), les antécédents de l'offre et de la demande locales en matière de services et, plus récemment, les plaintes adressées au Commissaire (qui doit les tenir pour preuves suffisantes *a priori* de l'existence d'une certaine demande). Le Commissaire a même constaté qu'une demande réputée inexistante s'est matérialisée comme par enchantement — ce fut le cas à Victoria (C.-B.) — lorsqu'un organisme s'est mis à offrir des services bilingues. Pour échapper au cercle vicieux éventuel « pas de demande, pas de service », les institutions peuvent se livrer à une évaluation pragmatique de la demande en offrant activement des services bilingues pendant des périodes d'essai.

La ligne de force constante pour tous ces facteurs, c'est l'esprit de la Loi et l'intention du législateur, qui continueront sans doute à se clarifier si le Commissaire et les administrateurs ne perdent pas de vue toutes ces considérations. Il est cependant probable que, quoi qu'il advienne, le meilleur moyen, presque à coup sûr, de se conformer à l'esprit de la Loi et à l'intention du législateur est d'accorder le bénéfice du doute au citoyen. Là encore, il faudrait partir du principe que « le client a sans doute raison », sans pour autant en arriver invariablement à cette conclusion.

Il convient ici de faire une distinction entre services écrits et services personnels. Pour ce qui est des premiers, étant donné les fortes dépenses engagées par le gouvernement en matière de traduction et de rédaction, il est difficilement permis d'exiger rien de moins qu'une haute qualité dans l'une ou l'autre langue. En revanche, lorsqu'il s'agit de services de personne à personne, tout ce que le Commissaire espère, c'est que la communication atteigne un degré raisonnable de compréhension et de courtoisie quand le bilinguisme, pour un fonctionnaire donné, passe du cadre institutionnel au plan individuel. Il est regrettable que les Canadiens pratiquement bilingues soient des oiseaux rares, qui n'atterrissent pas tous, loin de là, dans la fonction publique; mais un niveau honnête de bilinguisme individuel n'exige pas que les fonctionnaires fédéraux pratiquent le français de Charles de Gaulle ou l'anglais de Winston Churchill (ou pour rester au Canada, de Jean-Noël Tremblay ou de Northrop Frye). Même si le medium, c'est encore, dans une grande mesure, le message, tout ce que devrait pouvoir exiger l'égalité de statut, c'est que le medium (en l'occurrence le support humain) n'obscurcisse pas grossièrement ou dangereusement le sens du message. Quant à garantir la clarté intrinsèque du message, cela semble dépasser même les pouvoirs de la Loi sur les langues officielles.

2) *Les noces du tendron et du barbon ou les périls engendrés par la demande importante face aux possibilités de satisfaction*

Il n'est pas surprenant que de nombreuses institutions réclament une définition pratique de ce qu'on entend par « demande importante » et « possible » au paragraphe 2 de l'article 9. Ces normes définissent l'obligation faite aux institutions d'offrir des services bilingues partout au Canada, y compris en dehors des « districts bilingues » à désigner, dont un seul existe à ce jour : la région de la capitale nationale. Ni l'une ni l'autre de ces deux normes ne découle d'une quelconque mesure scientifique énoncée par la Loi; il faut donc les interpréter en ayant recours à des valeurs générales du genre de celles que les tribunaux utilisent pour définir « l'homme raisonnable », ce qui revient peut-être à dire, dans un style plus châtié, « au pitomètre ».

Des deux notions, c'est celle de possibilité qui devrait poser le moins de problèmes aux administrateurs. Les éléments qu'elle fait intervenir sont nettement les facteurs de coût et surtout la formation et la répartition du personnel. Dès lors qu'on admet l'existence d'une demande importante, les dirigeants n'ont plus qu'à faire de leur mieux, avec zèle mais bon sens, pour rendre possibles les services bilingues. Cela peut être long et coûter probablement plus cher qu'on ne le voudrait, par rapport à d'autres priorités fonctionnelles; mais cet effort est essentiel pour refléter, lorsque la bonne volonté et l'ingéniosité le per-

Des services bilingues offerts en quantité égale et avec la même leur cessent d'être égaux si le rugissement d'une des langues étouffe le gémissement de l'autre. Le problème se pose lorsqu'il s'agit d'imprimer, de signalisation et de formules. Les deux langues devraient, compte tenu de leur juxtaposition, occuper à peu près le même espace, les textes, être également lisibles (ou illisibles) dans les deux versions, et les caractères d'imprimerie, avoir les mêmes dimensions. Il n'est pas jusqu'au choix des couleurs qui ne puisse désavantager l'une des langues : ainsi, par inadvertance ou par un effort pervers d'imagination, un concepteur chargé de réaliser la signalisation d'un musée d'État a rendu, en utilisant du plexiglas sur fond noir, l'une des langues parfaitement invisible sur un écriteau par ailleurs impeccablement bilingue. L'erreur, même du point de vue esthétique, transparaît clairement . . .

La question de la préséance, qui est liée à celle de l'importance mais en est distincte, se pose aussi inévitablement. En général, c'est la langue qui occupe la première place qui a priorité : celle qui se trouve à gauche, lorsque les deux langues sont côte à côte, celle de dessus lorsqu'elles sont superposées. Le principe adopté par le gouvernement en ce domaine accorde la préséance au français au Québec, et à l'anglais ailleurs. Le Commissaire a proposé, en guise de « raffinement », qu'on donne aussi la première place au français hors du Québec là où les francophones sont majoritaires. Logiquement, le français devrait également avoir la préséance dans les unités de langue française partout au Canada ou à l'étranger. Une ligne de conduite sensée à propos de cette question vraiment secondaire consisterait, tant que le bon goût ou des considérations pratiques ne s'y opposent pas, à attribuer la première place à la langue de la majorité des clients de l'institution, dans la mesure où la décentralisation de l'organisme permet d'en « localiser » la clientèle. Pour les cartes de visite, ces saut-conduits peu élégants et pourtant parfois commodes, on pourrait donner la première place à la langue officielle préférée par le titulaire.

(d) *Qualité égale*

Les administrateurs peuvent toujours rêver monts et merveilles quand il s'agit d'offrir aux citoyens les deux langues en quantité égale, il n'en reste pas moins vrai que celles-ci n'auront un statut pleinement identique que si leur qualité est à peu près égale. Une lettre rédigée dans un français martyrisé, une visite commentée en anglais de cuisine ont à certains égards des effets plus désastreux qu'une absence complète de services dans la seconde langue, car ils transforment l'égalité voulue par le Parlement en un simulacre caricatural propre à faire monter dangereusement les tensions artérielles.

au vent de part et d'autre d'un comptoir, de la bataille des Plaines d'Abraham; une telle précaution empêche aussi les conversations téléphoniques de dégénérer en dialogues de sourds, à l'instar de certaines émissions de « ligne directe ».

Les mêmes principes valent pour les services fournis par écrit, notamment pour les textes imprimés (signalisation, formules ou brochures d'information, par opposition à la correspondance par exemple), qui devraient exister en quantités suffisantes dans chacune des langues officielles pour satisfaire constamment les demandes des deux groupes linguistiques. Bien des organismes se sont rendu compte qu'en présentant les deux versions sous une seule couverture, que ce soit en regard, recto verso ou autrement, ils ne se trouvent plus à court d'imprimés dans l'une des langues, ou ne donnent pas l'impression de les avoir dans une seule langue, évitant ainsi de se placer dans une situation embarrassante. Le Commissaire recommande cette solution, parce qu'elle est la plus simple pour résoudre le problème du contrôle des stocks, dont les conséquences peuvent être épineuses et désagréables.

#### (b) *Service automatique*

L'égalité d'accès dépend étroitement de l'empressement avec lequel les administrations offrent les services. Pour que les deux langues jouissent du même statut, il faut donc qu'on offre activement ces services en français et en anglais et qu'on ne se contente pas de les mettre passivement à la disposition du public. Toute question posée dans une langue donnée constitue clairement une demande de services dans cette langue qui se passe d'autre explication et, à plus forte raison, de supplémentation de la part du citoyen. Quelques fonctionnaires fédéraux, loin de comprendre cette vérité d'une simplicité déconcertante pour des gens civilisés, en sont encore à penser qu'on doit rudoyer les clients bilingues jusqu'à ce que, de guerre lasse, ils utilisent la langue de l'administrateur. Quand il s'agit de choisir la langue de service aux termes de la Loi, c'est en effet le client qui a toujours raison. Lui faire droit en boudant, c'est non seulement manquer d'élégance, mais aussi faire preuve d'un bien mauvais « sens des affaires ». Les employés qui ne portent pas la Loi dans leur cœur peuvent à tout le moins s'arranger pour masquer leur hargne, sans parler de leur rogne et de leur grogne, sous de larges sourires amènes. D'une façon générale, les ministères devraient faire savoir sans équivoque qu'ils offrent leurs services dans les deux langues, que ce soit par une signalisation bilingue ou par des salutations en français et en anglais, ou bien s'enquérir de la langue que la personne préfère utiliser. Certaines institutions estiment que l'affiche et la carte de comptoir au moyen desquelles le Commissaire affirme que « VOUS AVEZ LA PAROLE/NOW YOU'RE TALKING » transmettent ce message avec simplicité et bonne humeur.

teurs où l'administration fédérale fournit des « services » individuels aux fonctionnaires ou bien réglemente leurs activités, par exemple, pour les questions de personnel, notamment les directives générales et toute l'information sur les conditions de travail.

b) Quelques recettes de bonheur linguistique

En dehors des distinctions dont nous venons de faire état, plusieurs principes directeurs découlent de la Loi, et surtout de l'article 2. Tous ont trait à la langue de service.

1) Oui... tout citoyen y a droit : égalité de statut

L'article 2, pierre angulaire de la Loi, stipule que « l'anglais et le français ont un statut, des droits et des privilèges égaux quant à leur emploi dans toutes les institutions du Parlement et du Gouvernement du Canada ». En pratique, cela signifie que, dans des limites raisonnables, selon les besoins et parfois les possibilités de mise en oeuvre, tout citoyen devrait pouvoir obtenir en français le même genre et la même qualité de service qu'en anglais. Cette égalité de statut implique plus que la simple existence de services dans les deux langues; elle va jusqu'à supposer leur accessibilité et leur offre automatique, sans oublier la qualité des langues et la place accordée à chacune d'elles.

(a) *Égalité d'accès*

Pour que les deux langues officielles jouissent d'un statut égal, il faut que les services disponibles dans chacune d'elles soient également accessibles au public. Lorsqu'il s'agit de services personnels, le citoyen devrait les recevoir dans la langue de son choix et ce, dans un délai raisonnable après sa demande. Si l'on accepte l'idéal sensé du bilinguisme institutionnel, un tel délai pourrait comporter le temps nécessaire pour trouver une personne capable de parler la langue demandée; mais en pareil cas, il faudrait que le personnel soit en nombre suffisant pour éviter que le retard soit de beaucoup supérieur à celui auquel pourrait s'attendre un membre de l'autre groupe linguistique. Et, l'expérience l'a montré, avec un peu de bon sens et de courtoisie, même le plus partiellement unilingue des fonctionnaires peut se tirer avec élégance, face à un client, de toute impasse linguistique. Dire en souriant « Un instant, s'il vous plaît » dans la langue du client, voilà qui ne réclame certes pas des connaissances ou des dons linguistiques prodigieux et qui rend assurément plus supportable une courte attente, mieux en tout cas que ne saurait le faire un maussade « Je ne parle pas anglais (ou français) ». Cela peut sembler insignifiant; il s'agit pourtant là d'une recette éprouvée pour prévenir de vaines apoplexies et de futilles reprises, flambé-

langues officielles du Canada la même dignité et le même statut. La première distinction oppose bilinguisme institutionnel et bilinguisme individuel; la seconde, langue de service et langue de travail.

Or, c'est essentiellement le bilinguisme institutionnel que vise la Loi sur les langues officielles. En ce qui concerne la langue de service, le bilinguisme institutionnel signifie simplement que lorsque la Loi le stipule, tout bureau du gouvernement doit disposer des employés et des documents nécessaires pour fournir à son public des services dans les deux langues officielles. Il est possible de satisfaire à cette exigence par la répartition judicieuse d'un nombre suffisant d'employés bilingues ou bien par l'affectation appropriée, dans un même service, d'employés unilingues de chacun des groupes linguistiques. Ce grand principe ne signifie nullement que tous les fonctionnaires du gouvernement fédéral, à tous les niveaux, doivent être ou devenir bilingues. Il n'exige pas non plus que les simples particuliers deviennent bilingues, mais vise au contraire à leur permettre de traiter avec l'administration dans la langue officielle de leur choix — objectif qui respecte manifestement, protégé même, l'unilinguisme individuel. Si paradoxal que cela puisse sembler, le bilinguisme institutionnel garantit donc l'unilinguisme des citoyens, ce qui devrait rassurer tous ceux pour qui le seul mot de « bilinguisme » évoque des visions de génocide culturel ou de revanche des berceaux inversant l'histoire. La Loi sur les langues officielles n'impose en effet la connaissance des deux langues qu'au seul gouvernement fédéral, en sa qualité de collectivité publique. Ainsi, par son droit fédéral au moins, le Canada restera, pour le citoyen qui ne connaît et ne veut connaître qu'une langue, un pays sûr et agréable à vivre, où en tout cas ce citoyen trouvera toujours amplement de la place.

Au sein des institutions fédérales, il existe une seconde distinction importante, entre langue de service et langue de travail. On entend par langue de service celle qui sert aux relations entre l'administration fédérale et le public. D'une façon générale le public comprend tous les particuliers, sociétés, groupes et institutions (et aussi, à l'occasion, d'autres organismes ou fonctionnaires fédéraux) servis par le gouvernement. Nous dirons un mot plus loin de la nature de ces services et des devoirs du gouvernement dans certaines situations courantes; pour le moment, il nous suffit d'affirmer qu'en principe la Loi s'applique à toutes les formes de communication entre administrateurs et administrés.

On peut donc englober tout le reste dans la langue de travail, qui est la langue utilisée au sein de l'administration interne du gouvernement fédéral (la Loi énonce d'ailleurs le principe que le français et l'anglais jouissent d'un statut égal en tant que langues de travail au gouvernement). Il existe toutefois, comme le laisse entendre le paragraphe précèdent, un aspect de la langue de travail auquel peuvent s'appliquer les principes régissant la langue de service, à savoir les sec-

Leur retentissement n'apparaît clairement qu'une fois établies les deux distinctions capitales qui sous-tendent la volonté de conférer aux

leurs la tâche la plus ardue.

Entre tous, ce sont les articles 2, 9 et 10 qui imposent aux administrations (iv) les dispositions générales (article 38 et paragraphe 4 de l'article 39).

(articles 9 à 11); et

iii) les devoirs des ministères, etc. en ce qui a trait aux langues officielles

ii) les actes statutaires et autres (articles 3 à 7);

i) la déclaration du statut des langues (article 2);

se répartissent en quatre grandes catégories :

Les devoirs qui, en vertu de la Loi, incombent aux administrations

#### a) *Deux complexes héréditaires*

par cette Loi.

La Loi sur les langues officielles garantit aux deux langues un statut et des droits égaux, en même temps qu'elle impose des devoirs aux institutions fédérales. C'est uniquement en raison de leur appartenance à l'un ou l'autre des deux groupes linguistiques officiels que les Canadiens, en tant que particuliers, bénéficient des droits stipulés

#### *les organismes fédéraux)*

### 2. *Fidélité à la Loi et autres devoirs des partenaïres dans la réforme (en substance, les relations entre la Loi sur les langues officielles et*

Le Commissaire ne s'aventure pas à définir les limites absolues de la Loi. Quelques cas marginaux surgissent actuellement dans des entreprises privées d'utilité publique jouissant d'un quasi-monopole. En pareilles circonstances, le Commissaire effectue d'ordinaire des démarches officielles pour inciter les intéressés à tenir compte des principes formulés dans la Loi, surtout lorsqu'il s'agit de sociétés régies par une réglementation fédérale. Il n'a que très rarement, sinon jamais, jugé utile d'adopter une attitude legaliste, car il a constaté qu'un grand nombre d'institutions, même nettement de caractère privé, sont disposées à respecter l'esprit de la Loi, ne serait-ce que dans l'intérêt de leurs affaires et par souci de courtoisie.

tions de la Loi.

fédéral dit bilingue » — toujours, s'entend, dans le cadre des dispositions de la Loi. Le fédéral dit bilingue » — toujours, s'entend, dans le cadre des dispositions de la Loi. Le fédéral dit bilingue » — toujours, s'entend, dans le cadre des dispositions de la Loi. Le fédéral dit bilingue » — toujours, s'entend, dans le cadre des dispositions de la Loi.

Deux motifs ont incité le Commissaire à s'attaquer à une telle

tâche. Tout d'abord, l'immense portée du problème. Toutes les 150 et quelques institutions du Parlement et du gouvernement du Canada sont assujetties à la Loi sur les langues officielles et de ce fait soumises à la surveillance amicale du Commissaire, lequel est, pour le meilleur ou pour le pire, la seule autorité parmi les fonctionnaires ou organismes gouvernementaux à avoir compétence en matière de réforme linguistique dans chacun des organismes, ministères, sociétés de la Couronne, offices, commissions et cours dont se compose l'État fédéral canadien. Ensuite, il est pénible de constater que de nombreuses administrations persistent à traiter la Loi, pourtant en vigueur depuis déjà plus de trois ans, comme s'il s'agissait d'un document utopique bon à reléguer aux archives, et qu'en conséquence elles font trop souvent preuve de mauvaise volonté ou s'avèrent incapables d'effectuer des réformes importantes sans l'intervention du Commissaire.

Dans ce « guide administratif » de la Loi qui se veut concis et exempt de tout formalisme, nous commencerons par rappeler quels organismes sont assujettis à cette mesure législative et passerons ensuite aux conséquences pratiques de certains de ses articles. Dans la seconde partie, nous traiterons essentiellement des langues utilisées pour servir le public, n'effleurant qu'au passage la question des langues de travail au sein du gouvernement.

# *1. Le coup de foudre linguistique : qui tombe sous l'emprise de la Loi sur les langues officielles ?*

La Loi s'applique aux trois pouvoirs (législatif, exécutif et judiciaire) et à chacun des éléments de ce qu'on désigne globalement sous le nom de Gouvernement du Canada. Point n'est besoin de laisser le lecteur en allant déterrer à son intention les définitions livresques de cette entité complexe. Ce qu'il importe de savoir, c'est que la Loi s'applique à toutes les collectivités publiques fédérales sans exception, ainsi qu'à un nombre relativement peu élevé d'entreprises privées, titulaires de concessions accordées par des organismes fédéraux — presque exclusivement dans le domaine des services aux voyageurs.

Le caractère universel de la Loi, en ce qui concerne les institutions fédérales, est essentiellement mis en évidence par l'article 2, où il est stipulé que le français et l'anglais « sont les langues officielles du Canada pour tout ce qui relève du Parlement et du Gouvernement du Canada; elles ont un statut, des droits et des privilèges égaux quant à leur emploi dans toutes les institutions du Parlement et du Gouvernement du Canada ». D'autres articles confirment que la Loi s'applique plus précisément « aux ministères, départements et organismes du Gouvernement du Canada ainsi qu'aux organismes judiciaires, quasi judi-

ginaire, perpétré par les adversaires du changement. Enfin, bien entendu, le Conseil lui-même, en sa qualité de coordonnateur central, pourrait se rendre compte des avantages qu'il retirerait d'une revalorisation ingénieuse des conseillers en bilinguisme et d'une utilisation plus méthodique de leurs services, car la tâche qui lui revient de promouvoir et de surveiller de façon plus uniforme la réalisation de ses propres objectifs s'en trouverait alors grandement facilitée.

Le troisième élément est étroitement lié à cette surveillance. Il s'agit du « suivi », non seulement quant aux objectifs généraux du gouvernement, mais aussi à propos des recommandations précises du Commissaire. Dans la plupart des institutions fédérales, la direction apporte déjà sa collaboration aux activités croissantes du Bureau en ce domaine. Mais le Commissaire estime que le Conseil du trésor, par des moyens concrets, administratifs et financiers, pourrait puissamment aider le greffier du Conseil privé à faire en sorte, au nom du gouvernement, que les ministères et organismes donnent suite à ces recommandations, souvent substantielles et globales, dont le nombre est maintenant d'environ 850. Tout récemment encore, le gouvernement en tant que tel, par opposition aux institutions particulières, n'avait adopté aucune règle systématique quant à la suite à donner aux rapports que le Commissaire, conformément à la Loi, présente au greffier du Conseil privé et au Parlement. Après les consultations qu'il a eues au début d'octobre 1972 avec le greffier et le secrétaire du Conseil du trésor, le Commissaire est persuadé que ceux-ci prendront bientôt des dispositions pour combler cette lacune. C'est là une exigence capitale si l'on veut que la justice linguistique dépasse le stade de la doctrine pour entrer dans la réalité.

*B. Petit manuel freudien sur le bilinguisme à l'usage de l'administrateur anglois* . . .

Le Commissaire va maintenant passer en revue certaines des répercussions pratiques de la Loi. Ses interprétations, qui ne prétendent pas à l'autorité de la loi mosaïque, s'appuient cependant sur deux années d'expérience dont les enseignements ont été admis, dans l'ensemble, par les nombreuses institutions fédérales sur lesquelles lui-même et ses collègues se sont penchés. L'objectif de cet exposé est triple : informer les administrateurs fédéraux des devoirs qu'ils doivent remplir aux termes de la Loi, sans attendre d'y être poussés par une intervention du Commissaire (instruction d'une plainte ou lancement d'une étude spéciale) ; informer le public des droits que lui confère la Loi ; enfin, ce qui est aussi important, fournir aux parlementaires un canevas qui leur permette d'évaluer, pour leur compte personnel, le programme de bilinguisme.

Le Conseil à grandement améliorer les programmes d'information qu'il offre au public, mais nous pensons en outre qu'il se trouverait bien de consacrer une partie appréciable des ressources humaines de sa Division du bilinguisme à réunir et diffuser des données d'actualité sur le bilinguisme au sein du gouvernement. Cette année encore, le Commissaire pense que le Conseil du trésor pourrait faire un bien meilleur usage du réseau de conseillers en bilinguisme des ministères. Malgré leur statut professionnel, ceux-ci ont encore tendance à jouer un rôle de figurants dans la pénombre des coulisses administratives que nous déplorons déjà l'an dernier. En fait, à quelques exceptions près, le gouvernement n'a pas tenu compte des suggestions du Commissaire, quand celui-ci demandait qu'on permette à ces spécialistes généralement négligés de mettre à profit leurs talents de façon intelligente. Même l'association que ces conseillers ont constituée pour tenter de remédier au défaut d'autorité du gouvernement est tombée aux oubliettes, faute d'encouragement. A tout le moins, le Conseil du trésor devrait offrir à cette association pratiquement en veilleuse l'aide financière nécessaire pour qu'elle puisse entretenir un modeste secrétariat et peut-être même diffuser un bulletin. Mais par-dessus tout, il devrait consulter ces conseillers à intervalles réguliers, une fois par mois par exemple, pour leur faciliter une mise en commun des données et de l'expérience acquises, actuellement dispersées à des vents peu propices au changement. Il devrait aussi commencer à les considérer comme d'importants agents d'une réforme qu'on ne saurait réaliser sans leur accorder un rôle plus influent au sein de leurs ministères respectifs. Un tel rôle, auquel pourrait correspondre un poste de conseiller spécial adjoit à chaque sous-ministre, irait de pair avec le prestige plus élevé dont en fin de compte, selon le Commissaire, il faudrait peut-être bien auréoler la Division du bilinguisme du Conseil. Cette solution accorderait de plus à chacun des « conseillers spéciaux en bilinguisme » non seulement l'accès direct auprès de son chef, le sous-ministre, mais aussi le droit d'examiner, par rapport à la Loi sur les langues officielles, tous les grands projets en matière de gestion ou de personnel. En revalorisant de façon aussi radicale le rôle des conseillers et en accroissant ainsi leur contribution à la prise de décision, le gouvernement pourrait de nouveau efficacement intégrer la réforme linguistique dans tous ses programmes « fonctionnels », comme il se doit de le faire. Une telle réorientation empêcherait pour le moins certaines situations bizarres où le sous-ministre ne tient même pas le conseiller au courant des avis que lui envoie le Commissaire de son intention d'ins-truire des plaintes contre le ministère. Et, ce qui est encore bien plus important, elle atténuerait l'isolement démoralisant et illogique dans lequel sont tenus les conseillers par rapport aux responsables des grandes décisions, à la longue, de saper les progrès du bilinguisme bien plus efficacement que tout « sabotage », réel ou ima-

annuel dépasse 120 millions de dollars, a mendié auprès du Conseil \$25 000 pour faire imprimer, par étapes bien entendu, des formulaires bilingues.

Le Commissaire lui-même a sans doute fait preuve de naïveté en promettant à deux ou trois administrations d'appuyer des demandes de ce genre, dans l'espoir que cela leur permettrait enfin de se conformer à des recommandations dont les dates limites étaient dépassées depuis plus d'un an. Dans tous les cas analogues, il faudrait que le Conseil du trésor examine rigoureusement tout appel de fonds supplémentaires, en fonction de l'importance et de la souplesse du budget annuel de chaque ministère. Bref, pour éviter le recours abusif au fonds de prévoyance, le Conseil devrait rappeler aux ministères et organismes que tous les frais prévisibles touchant au bilinguisme, y compris une petite réserve, doivent lui être présentés comme dépenses courantes indissociables du budget et des programmes généraux de l'institution.

b) *Les chemins pavés seulement de bonnes intentions . . .*

Ce qui importe plus que l'argent, toutefois, c'est le leadership. Le nouveau mandat dévolu au Conseil du trésor en matière de bilinguisme lui donne une occasion sans précédent de faire clairement sentir partout dans les institutions fédérales le présumé désir du Parlement de voir s'accomplir une réforme rapide et nuancée. Ce rôle devrait logiquement mettre en relief trois éléments. Le premier, de toute évidence, est une ligne de conduite à long terme claire et réaliste : garantir des services au public dans les deux langues, selon les prescriptions de la Loi, et donner aux Canadiens francophones et à la langue française la place qui leur revient de droit dans la fonction publique de notre pays. Nul doute qu'après avoir examiné l'important travail mené à bien au cours de l'automne 1972 par le groupe d'étude sur le bilinguisme du Conseil du trésor, le Cabinet fera élaborer un plan de réforme cohérent et réalisable, lequel pourrait contribuer, dans une grande mesure, à éliminer la tendance qu'ont certains milieux du bilinguisme à procéder en catastrophe par une série de programmes sporadiques et inutilement spectaculaires, au lieu de suivre soigneusement un ordre de priorité mûrement établi. En pratique, cela signifie que le Conseil devra, plus souvent que par le passé, armer ses alliés dans tous les ministères et organismes d'instructions précises, détaillées et concrètes. Les administrateurs ont besoin, une fois acceptées leurs responsabilités, qu'on leur enseigne les moyens de s'en acquitter : ils ont beau accepter le dogme de l'immaculée conception, pour enfanter un bilinguisme sain, encore leur faut-il potasser le bréviaire de l'accouchement sans douleur . . .

Le deuxième élément consiste en un meilleur échange d'information entre le Conseil du trésor et les institutions qu'il guide sur la route du bilinguisme. Plus loin, dans ce même chapitre, nous engageons vivement

que maintenant, le Commissaire ne considère l'argent comme une pance — d'ailleurs, « ses plus importantes recommandations portent sur des droits civiques fondamentaux, quoiqu'intangibles. » Il s'est borné à faire remarquer que, par suite d'un bon nombre de plaintes et d'études spéciales, il a été amené à formuler des recommandations exigeant des administrations qu'elles engagent, dans certains délais fixés, « des dépenses imprévues substantielles », souvent entre les présentations annuelles régulières du budget. Ainsi une administration prête à exécuter les recommandations du Commissaire (mettons pour des programmes d'information, la signalisation ou des cours de langue accélérés), mais qui se trouverait soudain à court d'argent, pourrait procéder à leur mise en œuvre selon un calendrier sérieux, si elle avait rapidement accès au fonds de prévoyance.

En mai 1972, le Conseil du trésor a effectivement constitué un fonds de 25 millions de dollars pour le bilinguisme, mais qui visait essentiellement à financer des programmes de personnel parallèle, c'est-à-dire à payer le personnel d'appoint nécessaire pour remplacer les fonctionnaires suivant des cours de langue. De l'avis du Commissaire, on pourrait donc puiser à ce fonds, quitte à l'augmenter légèrement, s'il y a lieu, pour aider les administrations aux prises avec de réelles difficultés budgétaires à se conformer rapidement à la volonté du Parlement, telle qu'elle est interprétée par le Commissaire « dans les limites de la raison ».

Certes, cette proposition présente un certain risque. Quelques ministères, probablement ceux-là mêmes qui invoquent parfois des difficultés financières pour se dérober à leurs responsabilités en matière linguistique, pourraient être enclins à exploiter le fonds pour y siphonner des montants supplémentaires servant à financer la réforme linguistique normale, prévisible à long terme. Le Conseil du trésor, s'il permettait l'utilisation de ce fonds dans des cas d'urgence authentiques consécutifs aux recommandations du Commissaire, devrait alors faire savoir fermement aux ministères que ces subventions spéciales ne dispensent nullement les dirigeants ministériels de l'obligation qui leur est nettement faite par la Loi d'intégrer le coût du bilinguisme dans leur planification annuelle et à long terme. En haut lieu, trop d'administrateurs ne continuent à voir dans le bilinguisme qu'un oripeau éphémère, un luxe exceptionnel qu'on ne peut se payer dans le cadre de budgets réguliers que si les budgets de fonctionnement « normaux » le permettent. C'est ainsi qu'en 1972 un ministère a réclamé au Conseil du trésor un supplément de \$120 000 pour sa signalisation bilingue — alléguant vraisemblablement qu'il lui était absolument impossible de prélever ce montant relativement modeste sur son budget de 300 millions de dollars pour 1971-1972. Un autre ministère, dont le budget de fonctionnement

L'an dernier, le Commissaire a pressé le Conseil du trésor d'accélérer le rythme de la réforme en déliant les cordons de la bourse de son fonds de prévoyance; c'est seulement ainsi, laissait-il entendre, que le gouvernement démontrerait, par des progrès concrets, la haute priorité qu'il a lui-même déclarée accorder au bilinguisme. Pas plus alors

a) *L'argent ne fait pas le bonheur, mais il y contribue*

avec fermeté, imagination et ténacité.

a) en lui permettant de recourir, avec souplesse mais discipline, à des crédits spéciaux, et surtout b) en lui enjoignant d'exercer son autorité meilleures chances d'atteindre ses objectifs si le gouvernement l'appuie dirigeants. Nul doute que l'équipe qui sera ainsi constituée aura les attirer des personnes de valeur capables de réaliser les espoirs des avec la Division du bilinguisme lui ont montré que ce service peut à se lancer dans un programme énergique de réforme, et ses rapports lieu de croire que les dirigeants du Conseil sont fermement décidés à leurs représentants en matière de bilinguisme. Le Commissaire a tout son ministre affichent clairement la pleine confiance qu'ils accordent craintes se révèlent exagérées, surtout si le secrétaire du Conseil et regrettable qu'elle soit, de ce petit jeu du standing. Il se peut que ces doute, mais bien l'influence pratique qu'il peut avoir, vu l'existence, si compétence du personnel actuel de la division que nous mettons en linguistique dans tous leurs programmes et activités. Ce n'est pas la ment plus au sérieux la nécessité qui leur est faite d'inscrire l'égalité du bilinguisme, les ministères et les organismes prendraient probable- tous les grands projets de programmes et de gestion du point de vue du Conseil, avec un rang et des pouvoirs qui lui permettent d'examiner ple le directeur de cette division était élevé au titre de secrétaire adjoint prestige ostensiblement plus élevé au sein du Secrétariat. Si par exem- peut-être que le personnel de la Division du bilinguisme jouisse d'un qui caractérise le jeu de la politique bureaucratique à Ottawa exige lui-même disait accorder au bilinguisme. La tendance hiérarchisante qui semblerait correspondre à la grande priorité que le gouvernement paraît avoir été instaurée à un niveau quelque peu inférieur à celui De prime abord, la division chargée de ce vaste et délicat mandat

la fonction publique en une institution bilingue.

4. Guider, secondar et appuyer les départements et agences dans leurs efforts, plans et programmes, pour transformer progressivement la fonction publique en une institution bilingue.

3. Formuler, réviser, développer et recommander directement la fonction lignes de conduite pour transformer progressivement la fonction la fonction publique en une institution bilingue.

de ses directives et efforts visant à la transformation progressive de l'acceptation plus profondes des objectifs du gouvernement ainsi que

Le Conseil du trésor, depuis qu'il est devenu l'autorité centrale du gouvernement pour la réalisation de ses objectifs linguistiques; cette fonction évolue en effet et pourrait devenir capitale.

## 2. *Le Conseil du trésor (Conduisez-moi auprès de votre matrice)*

Dans son rapport de l'année dernière, le Commissaire notait qu'une certaine désarticulation « caractérisait la coordination entre les divers centres de responsabilité au sein de l'exécutif. Cette description euphémique d'une douce « chieulit » a été entendue par des oreilles non seulement bien disposées, mais déjà favorables au changement. En effet, comme le signalait le rapport : « au printemps de 1971, le gouvernement paraissait en train de faire passer le rôle central de coordonnateur, en ce qui concerne la fonction publique, du Secrétaire d'Etat au Conseil du trésor. » Un an plus tard, le gouvernement mettait le point final à ce processus en nommant, au sein de la Direction de la politique du personnel du Secrétaire du Conseil du trésor, un directeur chargé d'une division embryonnaire du bilinguisme.

Dès l'automne de 1971, la plupart des fonctionnaires engagés dans ce secteur du bilinguisme avaient émigré avec armes et bagages, dossiers et expérience, pour préparer cette judicieuse concentration des responsabilités et des pouvoirs. Auparavant, c'est le Secrétaire d'Etat qui jouissait du privilège douteux de présider, à ses risques et périls, à des orientations dont il n'était pas en mesure d'exiger l'adoption par d'autres ministères. Désormais, comme le gouvernement en manifestait l'espoir dans un communiqué du 10 juillet 1972, « en tant qu'organisme central chargé de l'organisation et de la gestion du personnel dans la fonction publique prise dans son ensemble, le Secrétaire du Conseil du trésor serait mieux en mesure, grâce à sa Division du bilinguisme, de définir les objectifs de gestion relatifs au bilinguisme et d'assurer l'application de ces objectifs par les ministères et les organismes. »

Le 1<sup>er</sup> mai, le Conseil s'est efforcé de faire bien comprendre aux directions des ministères que le gouvernement, conscient de ses propres carences administratives antérieures, prenait maintenant les choses au sérieux. A cette date, le Conseil informait les sous-ministres et les autres dirigeants des organismes assujettis à ses directives que sa nouvelle Division du bilinguisme poursuivait les « objectifs continus » suivants :

1. En coopération avec la Commission de la fonction publique, ainsi qu'avec les départements et autres centres de responsabilité du secrétariat du Conseil du trésor, préparer, promouvoir, surveiller et évaluer la réalisation des projets du gouvernement visant à faire de la fonction publique une institution bilingue.
2. Encourager, au moyen de programmes et de stratégies d'information et de communication appropriés, une compréhension et une

table envers le Parlement par l'intermédiaire des présidents du Sénat et de la Chambre des communes, il a pour tâche d'encourager ces organismes à mettre en pratique le principe de l'égalité linguistique, avec célérité et bon sens, et avec les égards dus à la personne humaine.

Le Commissaire s'efforce d'y parvenir par le truchement de deux services. Le Service des études spéciales dispense en quelque sorte une « médecine préventive » aux ministères et organismes fédéraux; il entreprend en effet, habituellement sur l'initiative du Commissaire, des études visant à présenter à la direction des recommandations essentiellement pratiques et, on veut l'espérer, empreintes d'humanité, pour aider les institutions fédérales à se conformer à la Loi. Un exposé détaillé du travail accompli par ce service figure au chapitre II. Le Service des plaintes, pour sa part, s'acquitte du rôle d'« ombudsman linguistique » confié au Commissaire. Ce service, comme celui des études spéciales, s'intéresse au double aspect de l'emploi des langues, dans les rapports avec le public et pour le travail au sein des institutions fédérales. Avec ses collègues, le Commissaire instruit les plaintes adressées par des particuliers affirmant que l'une ou l'autre des langues officielles n'est pas utilisée, alors qu'elle devrait l'être, dans les rapports du gouvernement fédéral avec le public. Il est aussi habilité à recevoir les plaintes visant à protéger les droits de fonctionnaires fédéraux, surtout dans deux secteurs. En premier lieu, il doit faire respecter le principe d'égalité du français et de l'anglais comme langues de travail; en second lieu, aux termes de l'article 39(4), il lui incombe de veiller, une fois épuisées les procédures d'appel en vigueur, à ce que les autorités tiennent dûment compte de la Loi sur les langues officielles dans le recrutement et l'avancement de personnes appelées à servir le public.

De par cette dernière fonction, il peut contribuer à garantir l'équité dans les concours relativement rares ouverts aux seuls candidats bilingues, aussi bien que dans ceux exigeant une seule langue. C'est un rôle utile certes, mais nettement limité. De plus en plus, comme en témoignent les plaintes exposées au chapitre III, les employés fédéraux s'adressent au Commissaire pour un grand nombre de questions connexes, en particulier pour la désignation des postes bilingues et les problèmes des cours de langue. Bien qu'il n'ait pas compétence officielle dans ces domaines et en certains autres, le Commissaire s'efforce d'aider les fonctionnaires tant francophones qu'anglophones aux prises avec des difficultés dans des secteurs flous, en usant d'une diplomatie dédoublée dans ses rapports avec les organismes en cause. Ce rôle, même s'il reste officieux, semble inévitable, car il comble souvent une lacune inquiétante dans la répartition des compétences.

Nous avons exposé ci-dessus les tâches et attributions des protagonistes œuvrant dans l'univers du bilinguisme. Nous allons maintenant examiner, avec une attention particulière, la fonction que doit remplir

variables, à la Loi sur les langues officielles. La plupart d'entre elles — les Sociétés de la Couronne sont l'exception principale — doivent appliquer les directives du Conseil sur le bilinguisme. Elles sont en particulier tenues de respecter les pourcentages de personnel bilingue fixés par le Conseil et de désigner comme bilingue, dans les limites des règles édictées par le Conseil, tout poste qui, de l'avis des chefs de ministères, exige de son titulaire la connaissance des deux langues. Ces désignations traduisent l'obligation générale imposée à chaque organisme d'offrir au public des services dans les deux langues officielles lorsque la Loi le stipule et d'accorder aux employés fédéraux toute possibilité raisonnable de travailler dans la langue officielle de leur choix.

Il est un sixième organisme auquel incombe un rôle fort délicat; c'est le Conseil consultatif des districts bilingues. Cette commission indépendante n'est pas une institution permanente, mais ses recommandations au Conseil des ministres sur la délimitation précise des « districts bilingues » éventuels en dehors de la région de la capitale nationale pourraient bien, une fois agréées par le gouvernement, conditionner de façon profonde et durable la valeur intrinsèque de la Loi pour le public. L'ampleur de la tâche dévolue au Conseil est exposée à la partie « D » du présent chapitre.

Le septième centre de responsabilité est le Bureau du Commissaire aux langues officielles. Son rôle, exposé de façon assez circonstanciée l'an dernier, découle principalement de l'article 25 de la Loi sur les langues officielles :

Il incombe au Commissaire de prendre, dans les limites de ses pouvoirs, toutes les mesures propres à faire reconnaître le statut de chacune des langues officielles et à faire respecter l'esprit de la présente loi et l'intention du législateur dans l'administration des affaires des institutions du Parlement et du Gouvernement du Canada. A cette fin, il procédera à des instructions, soit de sa propre initiative, soit à la suite des plaintes reçues par lui et fera les rapports et recommandations prévus en l'occurrence par la présente loi.

Le devoir très large d'intervention que lui confère cet article, de même que la vigueur avec laquelle l'article 2 affirme en termes simples et nets l'égalité de statut des deux langues officielles dans les institutions fédérales, amènent le Commissaire à se pencher sur pratiquement toutes les facettes du bilinguisme fédéral, sans pour autant lui donner un blanc-seing pour pratiquer l'impérialisme bureaucratique. Toutefois, dans l'optique d'une réforme linguistique rapide, le Commissaire constitue en réalité et de façon permanente « les yeux et les oreilles » du Parlement, il est son mandataire indépendant, chargé de surveiller comment tous les organismes fédéraux, y compris ceux que nous venons de citer en leur qualité de centres de responsabilités spéciales, appliquent la lettre et l'esprit de la loi ainsi que l'intention du législateur. Directement comp-

Un troisième organisme joue un rôle décisif dans la réalisation d'une réforme linguistique rapide et juste à l'endroit de la plupart des fonctionnaires fédéraux (excepté ceux qui relèvent des nombreux institutions indépendantes) : c'est la Commission de la fonction publique (C.F.P.), dont les responsabilités dans le renforcement de la capacité bilingue du gouvernement sont concentrées depuis mai 1972 en deux secteurs. D'une part, c'est à elle qu'il incombe de mettre en œuvre l'objectif général de la Loi sur l'emploi dans la fonction publique pour garantir que tout recrutement ou avancement au sein des organismes assujettis à cette loi respecte le principe du mérite, lequel englobe, bien entendu, les capacités linguistiques (environ 9 p. 100 des postes pourvus en 1971 par la C.F.P. exigeaient des titulaires bilingues), au même titre que la compétence professionnelle, la citoyenneté et la priorité accordée aux anciens combattants. D'autre part, c'est le Bureau des langues de la Commission qui est chargé depuis 1964 de la formation linguistique des fonctionnaires et des examens devant établir leur compétence dans les langues officielles. Au cours de l'année financière 1971-1972, le Bureau a dispensé des cours à quelque 10 000 élèves.

Le quatrième organisme responsable est le Conseil du trésor, autorité centrale de gestion du gouvernement pour tous les organismes relevant de la Loi sur l'administration financière, soit la plupart des institutions fédérales, mais non pas toutes il s'en faut. Alors qu'auparavant le Conseil ne pouvait agir sur la politique du bilinguisme que de façon indirecte (mais combien efficace) par le contrôle du budget, depuis décembre 1971 il assume progressivement la responsabilité directe d'implanter le bilinguisme au sein de la fonction publique. Dans son rapport de l'an dernier, le Commissaire saluait le transfert de ce rôle du Secrétaire d'Etat au Conseil du trésor en le qualifiant de « mesure de renforcement logique ». Ce faisant, il ne voulait nullement émettre un jugement sur la compétence du ministre ou de ses collaborateurs, mais simplement constater combien il semblait judicieux, pour mener à bien l'entreprise, de placer sous une même autorité le contrôle des orientations, de la gestion et du budget. Nous examinerons plus en détail les effets apparents de ce transfert dans la deuxième partie de cette section. Mais en bref, le rôle du Conseil comporte deux fonctions essentielles : a) la formulation, pour le compte du gouvernement et sous réserve de l'agrément du Cabinet, d'une politique globale de bilinguisme touchant entre autres à des éléments aussi importants que les unités de langue française, les principes régissant l'identification, la désignation et la dotation en personnel des postes bilingues; et b) le contrôle général de la mise en œuvre de cette politique.

Un cinquième centre de responsabilité, multiple celui-là, est constitué par la direction de chacune des 150 et quelques institutions fédérales, lesquelles sont toutes assujetties, bien qu'à des degrés extrêmement

que toutes les activités du gouvernement fédéral en matière de bilinguisme, à l'exception des cours de langue et d'autres questions relatives aux fonctionnaires. Le Secrétaire d'Etat s'acquitte maintenant de deux missions principales : promouvoir les langues officielles dans les systèmes d'enseignement provinciaux comme dans les associations bénévoles, l'industrie et le monde des consommateurs; et appuyer les activités culturelles des groupes minoritaires parlant l'une ou l'autre des langues officielles.

En septembre 1970, le Secrétaire d'Etat metait sur pied un programme au titre duquel il devait affecter 300 millions de dollars, échelonnés sur quatre ans, pour aider les provinces à étendre, d'une part, l'enseignement du français ou de l'anglais comme langue seconde et d'autre part, l'enseignement offert dans leur propre langue aux minorités francophones ou anglophones. Les premières subventions accordées aux provinces visaient les établissements d'enseignement élémentaire et secondaire. En janvier 1972, le ministère a inclus dans ce programme le secteur universitaire. Par ailleurs, des projets spéciaux dans le domaine de l'éducation ont trait à la formation et au perfectionnement des enseignants de même qu'à la formation de linguistes, de traducteurs et d'interprètes. Le ministère a également élargi le programme de bourses d'étude pour des étudiants des classes supérieures : c'est ainsi que 3 500 jeunes en ont bénéficié en 1972, contre 2 400 en 1971.

En outre, le Secrétaire d'Etat accorde aux provinces une aide financière et technique pour les encourager à promouvoir le bilinguisme au sein de leurs administrations. Elles ont donc la faculté d'envoyer chaque année 200 de leurs fonctionnaires suivre les cours de langue du gouvernement fédéral. Elles peuvent aussi recevoir, pour faire traduire leur législation, jusqu'à \$100 000 de subventions annuelles, et un projet connexe prévoit l'affectation de crédits au perfectionnement de leurs traducteurs fonctionnaires.

Un programme destiné au secteur privé aide les entreprises et les associations bénévoles à intégrer le bilinguisme dans leurs activités. Tandis que les milieux d'affaires bénéficiaient surtout de services consultatifs, les associations bénévoles se sont vu accorder, d'avril 1971 à octobre 1972, \$266 000 pour couvrir leur frais d'interprétation simultanée aux réunions et de traduction de documents de travail.

En 1971-1972, le Secrétaire d'Etat a consacré près de deux millions de dollars à l'aide culturelle de groupes minoritaires francophones et anglophones dans tout le Canada. Il appuie les associations communautaires en activité en leur octroyant des subventions pour des centres culturels, des colloques et des programmes de formation d'animateurs. Il tente enfin d'atténuer l'isolement culturel des groupes minoritaires en finançant des tournées organisées par des troupes d'artistes amateurs ou professionnels.

Le simple particulier ou le fonctionnaire qui se pose des questions au sujet du bilinguisme peut toujours s'adresser à son député, démarche tout à fait logique, puisque ce sont les députés qui ont voté la Loi sur les langues officielles et qui demeurent, en ce domaine comme dans tous les autres, les garants naturels de la démocratie. Toutefois, étant donné les lourdes charges qui leur incombent et la tendance à la spécialisation au sein de l'univers du bilinguisme, on a souvent avantage à soumettre ses problèmes à d'autres autorités investies de fonctions bien précises. Quelles sont ces autorités et quel rôle jouent-elles ? Outre la Direction des justes méthodes d'emploi du ministère du Travail, dont l'une des tâches (sans caractère linguistique direct) est d'empêcher toute discrimination ethnique ou autre dans les carrières des fonctionnaires, on peut énumérer sept centres principaux de responsabilité.

Le premier d'entre eux est le Bureau du Conseil privé (B.C.P.). En tant que secrétaire du Cabinet chargé de la planification et de l'établissement des priorités pour le compte de l'exécutif dans son ensemble, le Conseil privé fait nécessairement rapport au gouvernement sur la place faite au bilinguisme parmi tous ses programmes. Son rôle de secrétaire l'amène aussi à faire office de conseiller du premier ministre sur les grands remaniements éventuellement proposés dans la politique de bilinguisme par le Conseil du Conseil ou tel ministère intéressé. C'est le greffier du Conseil privé qui se voit attribué par l'article 31 de la Loi la tâche officielle de recevoir, à titre d'organe central du pouvoir exécutif, les avis du Commissaire motivés par des intractions à la Loi et ses recommandations quant aux mesures à adopter pour corriger la situation. Les rapports du Commissaire sont également présentés au chef administratif de l'institution en cause, mais en désignant le greffier du Conseil privé, la Loi semble lui prêter quelque rôle dans les activités de « suivi » dont elle dépendra de plus en plus pour sa crédibilité. Traditionnellement, le Bureau du Conseil privé se garde de surveiller l'application détaillée de la politique gouvernementale, et son personnel affecté au bilinguisme ne comprenait, au mois d'octobre 1972, qu'un seul fonctionnaire à plein temps. Il semblerait donc utile que le B.C.P. délègue au Conseil du trésor les fonctions de surveillance que le pouvoir exécutif doit remplir pour contrôler, au jour le jour, les suites données par chaque ministère aux recommandations du Commissaire. Même ainsi, le B.C.P., du fait de son accès direct au Cabinet et auprès du premier ministre, continuerait de jouer un rôle capital en proposant au gouvernement l'ordre de priorité et le calendrier d'application de la réforme linguistique.

Le deuxième organisme responsable est le Secrétariat d'État. De juillet 1969 à décembre 1971, c'est lui qui fut chargé de diriger pres-

rendre accessibles aux citoyens moyens dont, en vertu du mandat que leur confie la loi, ils sont les protecteurs.

En conséquence, le Commissaire présente, cette fois encore, des observations sur diverses questions qui, selon lui, méritent l'intérêt tant des parlementaires que du public. Il s'agit bien entendu d'un choix arbitraire qui laisse nécessairement, du moins aux yeux de spécialistes, certains points dans l'ombre. Mais son propos, dans ce chapitre, n'est pas d'asseoir des solutions techniques définitives à l'usage de terminologies ou de conseillers en gestion; il est d'aider le profane intéressé, le simple citoyen qui voudrait y voir un peu plus clair dans une réforme historique aussi complexe et lui insuffler un certain « fair play ». A cette fin, le Commissaire n'hésitera pas plus que l'an dernier à formuler franchement des critiques, lorsqu'elles lui paraîtront justifiées, et à nouveau s'efforcera de les contrebalancer en proposant, chaque fois que possible, des solutions de rechange constructives. Avant tout, il rappelle au lecteur que, malgré l'ampleur et le nombre des sources d'information auxquelles il a accès, il n'entretenait aucune illusion quant à sa propre faillibilité.

Comprendre la Loi, l'appliquer avec bon sens et humanité, voilà une tâche propre à stimuler tous les Canadiens de bonne volonté. Le Commissaire, quant à lui, modifiera sa position chaque fois qu'il sera convaincu d'erreur. Cette affirmation vaut tout particulièrement pour le « guide administratif » de la Loi sur les langues officielles que nous exposons ci-après dans la section « B » et qui se veut essentiellement pragmatique et expérimental. En prêtant ainsi un flanc on ne peut plus vulnérable, le Commissaire, en toute amitié et bonne humeur, invite tous ses collègues œuvrant dans « l'univers du bilinguisme » à se rapeler « qu'on ne peut conserver la confiance mutuelle dont dépend tout le reste qu'en gardant l'esprit ouvert et qu'en s'appuyant courageusement sur la libre discussion. »

*A. La jungle bureaucratique : à qui s'adresser (et à qui s'en prendre) si l'on s'y perd ?*

L'univers du bilinguisme à Ottawa continue de manifester, à travers ses organismes et ses activités, une complexité déconcertante. Plus loin, nous en imputerons la faute, pour une bonne part, à l'insuffisance flagrante de l'information du public. Tout de même, ces derniers mois, les responsabilités se sont sinon simplifiées, du moins quelque peu clarifiées, et il peut être utile de les résumer avant d'examiner si la nouvelle répartition des pouvoirs, désormais concentrés dans les mains du Conseil du trésor, permet de remédier au défaut d'autorité de l'exécutif, déjà déploré l'an dernier.

# PANORAMA DE « L'AN DEUX »

Dans son premier rapport annuel au Parlement, le Commissaire a expliqué pourquoi il jugeait utile « de ne pas se contenter . . . de brasser dans une perspective plus large, bien que partiellement impressionniste » les nombreuses instances à l'œuvre dans l'univers bilingue d'Ottawa. En premier lieu, nul autre ne le faisait. Mais surtout l'effort semblait en valoir la peine, car

l'idée d'un tour d'horizon repose sur le principe démocratique fondamental de la suprématie du Parlement, à savoir que le pouvoir législatif, dont le Commissaire est l'instrument, a, en dernière analyse, droit de regard sur tout acte de l'exécutif. Les réflexions qui [suivaient] n'avaient] nulle prétention olympienne. [C'étaient] des observations présentées en toute simplicité dans l'espoir d'aider les parlementaires affairés à concentrer leur attention sur certains points qui, aux yeux du Commissaire, [avaient] un caractère particulièrement préoccupant dans le monde complexe, pour ne pas dire déconcertant, des administrations et des activités fédérales touchées par le bilinguisme officiel.

Or, le grave échec des autorités en matière d'information n'a fait qu'accentuer encore plus nettement les carences périlleuses déjà constatées l'année dernière en ce domaine. S'il est pour une bonne part imputable, comme nous le soulignerons plus loin, à une timidité et un manque d'imagination persistants, il tient aussi à l'indiscutable complexité du parti engagé par le législateur avec la Loi sur les langues officielles. Il apparaît donc au Commissaire qu'un rapide « panorama », tout sujet à révision qu'il soit à la lumière de faits nouveaux, procède naturellement du statut d'impartialité que lui confère son mandat du Parlement. D'ailleurs, ce point de vue est étayé par le rôle actuel des ombudsmen dans le monde entier; ainsi, ces agents du pouvoir législatif s'efforcent de plus en plus de communiquer en termes simples et généraux les fruits de travaux réalisés en toute indépendance, pour les

K.S.

C'est en regard de ces réalités et face au défi, difficile et délicat, n'est pas encore une révolution.

Notre réforme linguistique, nonobstant ses progrès passés et présents, près de 80 p. 100, soit environ dix fois plus, n'exigeaient que l'anglais. huit pour cent souffraient un titulaire francophone unilingue, tandis que la Commission de la fonction publique et les ministères, à peine plus de homologue anglophone : en 1971, sur les 66 675 emplois pourvus par francophone une entreprise incomparablement plus difficile que pour son la plupart des administrations fédérales reste pour un Canadien unilingue que par sa Loi le Parlement a lancé aux Canadiens, que les hommes et femmes de bonne foi devraient parler de justice linguistique. Je suis convaincu que les chefs de tous nos partis jugent les fondements de la Loi sains et intransigibles. Pareille fidélité aux principes, heureuse pour le Canada, constitue sans doute un encouragement pour leurs partisans. Loin d'éluider cette question vitale, les hommes d'Etat conscients de leurs responsabilités — et tous ceux qui concourent à façonner l'opinion publique — ne devraient pas craindre, à mon avis, de poursuivre un vigoureux débat sur les « voies et moyens » d'accomplir notre réforme linguistique. Le sectarisme n'est certes pas de rigueur dans une discussion honnête entre interlocuteurs bien informés ! C'est seulement ainsi que la justice, fille de la démocratie, pourra éviter les excès et les faux semblants. Mes collègues et moi-même présentons ce rapport au Parlement et au public dans l'espoir que, malgré son excès de volume, il saura, en leur offrant un peu plus qu'un semblant d'information, s'avérer des plus favorables à un dialogue fructueux.

occupent les chapitres II et III, risquent fort d'effaroucher tout autre lecteur que le plus masochiste d'entre les spécialistes. Cependant, mes collègues et moi-même sommes persuadés qu'il importe de présenter au Parlement un rapport qui soit le plus circonstancié possible et laisse à chaque parlementaire, à la presse et à l'opinion le droit de se pencher sur les passages de leur choix. Mais à leur intention et pour qui s'inscrivent aux problèmes linguistiques, c'est de propos plus délibéré que le chapitre premier traite essentiellement de quelques questions d'importance générale, qui méritent toutes, à mon sens, d'être débattues beaucoup plus sérieusement sur la place publique. Si d'un côté, les chapitres II et III respectent strictement le cadre de l'année financière achevée le 31 mars 1972, le panorama du chapitre premier, pour sa part, contient des observations influencées, autant que faire se peut, par le cours des événements jusqu'à la mi-décembre 1972.

Depuis bientôt trois ans que, du haut des remparts qui surplombent ce fascinant champ d'opérations, j'observe les évolutions rapides dont il est le théâtre, je suis convaincu que si le « bilinguisme » soulève encore tant de « controverses » dans certains milieux, c'est précisément parce que trop d'hommes publics, malgré d'honnêtes efforts, ont quelque peu failli à leur devoir en n'expliquant pas suffisamment la Loi. Si celle-ci, pourtant en vigueur depuis plus de trois ans, passe encore aux yeux de certains Canadiens pour un crime de lèse-majesté envers Dieu sait quel ordre de droit divin, la faute en est pour beaucoup à ceux qui, au lieu d'user de patience et d'imagination pour présenter la Loi comme une œuvre de simple justice, ont réagi à chaque tentative d'éclaircissement comme s'il s'agissait d'une campagne pour la propagation de la peste bubonique.

Que La Loi pose des problèmes à certains employés fédéraux peut, à juste titre, provoquer quelque inquiétude — inquiétude qu'un « ombudsman linguistique » doit être le premier à partager et à essayer de dissiper, même si ses attributions officielles limitent quelque peu sa liberté d'action en faveur de ces employés. Mais autant que mon expérience et mon entendement me permettent d'en juger, absolument rien n'autorise les Canadiens anglophones à outrer une inquiétude légitime au point d'afficher une indignation universelle pharisaïque. S'il est une injustice généralisée, c'est essentiellement celle qui réduit à la portion congrue nos compatriotes francophones, tant en leur qualité de simples citoyens que d'employés fédéraux. Des services que le gouvernement fédéral offre en anglais partout au Canada (et on trouve cela tout naturel) sont en revanche trop souvent refusés aux Canadiens francophones, car on les considère alors comme des prétentions exorbitantes. Et la fortresse anglophone à 82 p. 100 de la fonction publique ne peut guère, en toute justice, passer pour assiégée. Gravier les degrés de l'échelle hiérarchique, ou même tout simplement trouver du travail, dans

même si en deux ans et demi d'exercice de ma charge je n'ai encore jamais jugé nécessaire d'invoquer les pouvoirs extraordinaires que m'accorde l'article 30 de la Loi, mes collègues et moi-même n'en sommes pas moins fermement décidés à nous acquitter en toute diligence de la mission que nous a confiée le Parlement : promouvoir la justice linguistique par le biais de recommandations pratiques et empreintes d'humanité, car c'est là, en dernier ressort, le seul véritable « pouvoir » de tout « ombudsman ».

De plus en plus, mes collègues et moi-même nous rendons compte que la crédibilité, sans laquelle il n'est pas de réforme possible, s'établit par la voie de consultations permanentes et variées. C'est ce chemin de la réforme par la consultation que nous avons suivi, et continuerons de suivre, dans nos rapports avec toutes les institutions dont il est question ici, avec de nombreux députés de toute allégeance, avec les principaux syndicats et associations d'employés, avec des groupes culturels, « ethniques » et autochtones et, en général, avec quiconque a bien voulu, et voudra bien, nous offrir ses conseils. En juin 1972, notre bureau eut le plaisir et l'avantage d'accueillir, à l'occasion d'une conférence de deux jours, les cinq ombudsmen provinciaux en exercice et le Commissaire aux langues pour le Québec. J'ai moi-même visité les dix provinces et les deux territoires dans le double dessein de prendre conseil des représentants élus et de rencontrer les citoyens par tous les moyens à ma disposition : réunions publiques, discours, tables rondes, interviews à la télévision et tribunes téléphoniques à la radio. Je ne puis certes prétendre que la cause dont je me faisais l'avocat — la justice linguistique au sens le plus large que lui donne le Parlement — ait partout soulevé un enthousiasme défilant chez mes auditeurs; toutefois, chacun de ces « face à face » avec le public s'est invariablement révélé non seulement instructif pour moi, mais encore et surtout nécessaire pour beaucoup. Car s'il demeure un obstacle qui entrave la longue marche de l'administration fédérale vers l'égalité de nos deux langues officielles, ce sont bien les scandaleuses contre-vérités qui, dans trop de régions du Canada, obscurcissent toujours les réalités élémentaires de la Loi, cristallines pour toute personne civilisée : le dessein qu'elle a d'instaurer un bilinguisme institutionnel et non pas individuel; l'équité fondamentale qu'elle veut, si tardivement, instituer; la souplesse quasi illimitée de ses possibilités d'adaptation partout aux impératifs humains. En somme, son réalisme foncier, à condition qu'elle soit appliquée avec un zèle mitigé

de bon sens et de compréhension. Globalement, le présent rapport tente, sans prétention aucune, d'apporter quelques éléments au moulin de l'information. Il ne se propose certes pas de colmater, par sa seule épaisseur, la brèche « informative » : ainsi, les comptes rendus détaillés des « études spéciales » (notre instrument de « médecine préventive ») et des plaintes, qui

Le présent rapport annuel, deuxième du genre, s'adresse à un Parlement quelque peu renouvelé et sans nul doute fertile en idées neuves sur l'art et la manière de tenir le pari linguistique engagé par le Canada. Le rapport de l'an dernier exposait en détail la mission dont m'avait chargé le Parlement : surveiller, en qualité de mandataire du législatif, la réalisation de l'objectif fixé par la Loi sur les langues officielles, à savoir l'égalité du français et de l'anglais au sein de l'administration fédérale; il esquissait également l'optique largement ouverte, fondée sur un « humanisme apolitique » et une diplomatie discrète, que j'entendais adopter pour m'acquitter du mandat septennal dont m'investissait la Loi, et précisait les méthodes administratives que mes collègues et moi-même avions façonnées pour hâter, avec tout le doigté possible, le pas de la réforme. Les nouveaux députés, qui n'ont pas pris part au vote de la Loi, adoptée par tous les partis en juillet 1969, pourront, si le coeur leur en dit, parcourir le premier rapport afin de mieux situer les commentaires et recommandations présentés cette année.

Sénateurs et députés peuvent être assurés que mes collègues et moi-même, forts des multiples et précieux enseignements que nous dispensse l'expérience de chaque jour, entendons suivre, avec une largeur d'esprit qui ne le cède en rien à la fermeté, les lignes de conduite et d'action tracées l'an dernier. Pour l'essentiel, cela revient à dire que je vais continuer à consulter périodiquement les chefs des quatre partis au sujet des grandes orientations de notre Bureau et à me comporter à tous égards comme l'agent impartial du Parlement que, de par la Loi, je dois être. Cela veut également dire que j'usurai de la franchise que me permet mon indépendance à l'endroit de l'exécutif pour exprimer mes opinions, lesquelles, sans toutefois avoir force d'oracles, s'appuient sur une expérience de plus en plus large, glanée dans les quelque 150 ministères et organismes de l'Etat fédéral canadien. Cela veut dire enfin que,

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Monsieur le président  
de la Chambre des communes  
Ottawa

Monsieur le président,

Conformément à l'article 34(1) de la Loi sur les langues officielles, je soumetts au Parlement, par votre intermédiaire, ma deuxième déclaration annuelle relative à l'exercice de mes fonctions en vertu de cette loi, déclaration se rapportant à l'année financière 1971-1972.

Je vous prie d'agréer, Monsieur le président, l'assurance de ma très haute considération.

*Le Commissaire aux langues officielles*

A handwritten signature in dark ink, reading "Keith Spicer". The signature is fluid and cursive, with the first name "Keith" and the last name "Spicer" clearly distinguishable.

Janvier 1973



Madame la présidente  
du Sénat  
Ottawa

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Janvier 1973

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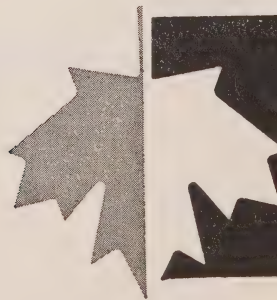
Information Canada  
Ottawa, 1973

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Deuxième  
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1971-1972









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